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Practice

The New Zealand Corrections Journal



DEPARTMENT OF
CORRECTIONS
ARA POUTAMA AOTEAROA



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Editorial

Inviting innovation, encouraging professionalism

It gives me great pleasure to welcome you to the first issue of *Practice: The New Zealand Corrections Journal*, the new practice journal for staff and other professionals who work with offenders in New Zealand. This journal promotes and shares good practice with all those who work with offenders.

Some of you will be very familiar with journals like this one, some of you may have seldom, or never, picked one up. Yet all you need bring to this journal is the desire to be a true professional in your role, and a willingness to 'go beyond the familiar' when choosing which articles to read.

In fact, I hope you will read this journal cover-to-cover. I think you will be impressed by the range of knowledge and skill we have at Corrections. I also hope that as you read you will have your own ideas – and we will see even more innovation at Corrections as a result of sharing our practice in this way.

This first issue is intended to provide a smorgasbord of articles all of which illustrate the breadth and depth of knowledge and skills we are applying to the challenge of reducing re-offending. Corrections is committed to reducing re-offending by 25 percent by 2017. It is fitting therefore that the lead article in this first issue, by Carolina Lukkein and Peter Johnston, discusses how we actually measure 'what works' and the success of our efforts. The 'Three Chiefs', Chief Corrections Officer, Neil Beales, Chief Probation Officer, Darius Fagan and Former Chief Probation Officer, Astrid Kalders, and Chief Psychologist Nikki Reynolds introduce their roles and discuss the key themes of the work they are doing. Sarcha Thorby introduces the still-new role of case management via some case vignettes, and discusses the role of motivation in helping offenders change. Jane Freeman-Brown discusses the important concept of confidentiality in the work that psychologists carry out, while Clare Ingram charts the changes that have taken place in probation practice, the role of the Integrated Practice framework, dynamic risk assessment, and the Practice Leadership Framework. Lisa Young's article discusses the 'right relationship' as a crucial element of corrections best practice.

Each issue of the journal will contain some special focus articles. In this issue Neil Campbell and Uarnie More write about involving whānau in the work being done in our new-look Māori Focus Units. Rachel Bulliff discusses the benefits of embedding literacy and numeracy education in offender training and where this will take us next.

Each issue of *Practice: The New Zealand Corrections Journal* will offer a further opportunity for staff and others beyond Corrections to share ideas and promote best practice. If you have an idea for an article we would love to hear about it. Check out the information for contributors at the end of this issue.

Ray Smith
Chief Executive
Department of Corrections



An evidence-base for reducing re-offending

Dr Carolina C. Lukkien
Principal Research Adviser

Author biography

Dr Carolina Lukkien has a PhD in psychology and joined the Department two years ago. Carolina undertakes research and evaluation in the Policy and Research team, as well as in-depth statistical analysis including risk analysis, and offender profiling and trajectories.

Dr Peter W. Johnston
Manager Strategic Analysis and Research

Author biography

Dr Peter Johnston has been with the Department for over 20 years. He started in the Psychological Service in Christchurch, as one of three psychologists who set up the first special treatment unit, Kia Marama, at Rolleston Prison in 1989. He then moved to Prison Services, where he was involved in setting up a prison-based 'inmate assessment centre'. In his current role he leads a team of seven staff who undertake research and evaluation, and in-depth analysis of data, to support new policy initiatives.

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Abstract

The Department of Correction's goal is to reduce re-offending by 25 percent by 2017. This article outlines the methods Corrections uses to measure reducing re-offending, and explains how this measure can be used to improve our efforts to rehabilitate offenders. The Recidivism Index, the Rehabilitation Quotient, effect sizes, as well as international best-practice, and the targeting of our resources to those offenders with the highest risk of re-offending, are discussed. Further, two current theoretical frameworks, the Risk Need Responsivity model and the Good Lives model, are presented, as these contain 'best-practice' guiding principles for our interventions. Further tools under development – including the modelling of offender pathways and trajectories, a post-release employment measure, and ongoing improvements to the Department's risk tools – will allow for better targeting of rehabilitative resources.

Keywords: *recidivism index, effect size, programme effectiveness, re-offending*

It is the goal of the Department to *reduce re-offending by 25 percent by 2017*. This will leave fewer victims and ensure that more offenders become productive members of society. Understanding the best ways to reduce re-offending is a significant challenge for correctional services, both in New Zealand and internationally. We know that our interventions with offenders reduce rates of recidivism, yet further work needs to be done in refining both the most effective intervention strategies and the best ways to monitor and measure reductions in re-offending.

The primary aim of this article is to outline how the Department of Corrections measures re-offending, and how this measure can be used to inform the evaluation of rehabilitation programme and intervention effectiveness. The Recidivism Index, the Rehabilitation Quotient, effect sizes, as well as international best-practice, and the targeting of our resources to those offenders with the highest risk of re-offending, are discussed. Further tools under development are mentioned in the conclusion.

Re-offending

Whether or not an offender re-offends is subject to a wide range of influences. Many of the offenders that continue to re-offend have serious drug and alcohol issues, or have low levels of literacy and numeracy. We know that the Department's interventions can create lasting change in offenders' lives; more recently, the levels of re-offending have decreased, and the Department is building on this success.

However, a significant proportion of offenders do still go on to commit more crime. Figure 1 represents the cycle of offending and re-offending of the New Zealand offender population. The orange segment shows the offender population currently being managed by the Department of Corrections. The blue arrow represents first-time offenders (approximately 10,000 offenders), whilst the dark orange arrow represents the proportion of offenders who were managed by the Department of Corrections within the last 10 years (up to and including 2008/09) and who re-offended in 2008/09 (Department of Corrections, 2009).

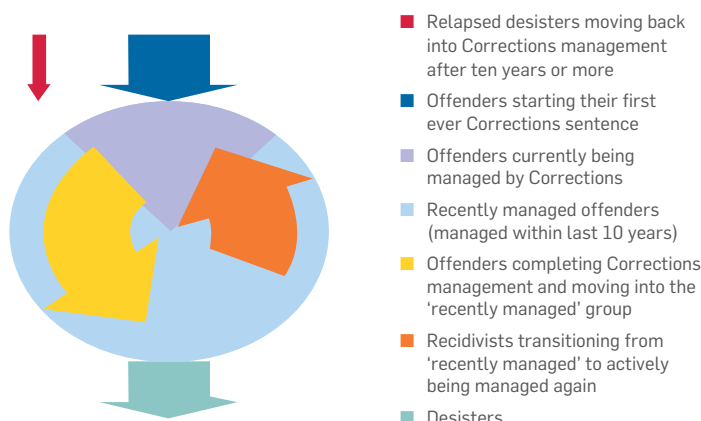


Figure 1.
The flow of re-offending in 2008/09.

Progress towards the achievement of the Departmental outcome 'Reducing Re-offending' is assessed through the use of two primary measures, the *Recidivism Index (RI)* and the *Rehabilitation Quotient (RQ)*. These statistics are core performance measures for the Department, particularly in relation to how well it succeeds in the rehabilitation of the offenders managed by it.

Recidivism Index

The Department of Corrections has reported on re-offending rates for more than a decade. The Recidivism Index (RI) measure is used to do this. The RI measure is a relatively straightforward measure, giving the *percentage* of all offenders released from prison, or starting community sentences within a single year who are subsequently *reconvicted* or *re-imprisoned*. The recidivism rates (the percentage of offenders that re-offended in the period) are compared for various groups of offenders, and also over different time periods – usually 12 or 24 months following prison release or community sentence start date.

Who is included?

In conducting the recidivism analysis, the portion of the prison-released offenders and community offender population must be carefully defined. Because it would be misleading to include them in the calculation of recidivism rates, RI excludes prisoners released from prison but directly onto remand, those who have since died (if this is known), and those known to have been deported. An offender who within the defined period has more than one release, or community sentence start, can also be included multiple times in the population for analysis.

What is a reconviction?

Re-conviction is indicated if an offender is convicted of one or more offences committed during the subsequent year, resulting in a new sentence administered by the Department. Thus the reconviction rates exclude fines, discharge following conviction, and similar minor sentencing outcomes. Recidivism counts also exclude breaches of parole release conditions and similar 'administrative offending' outcomes, as these do not involve new crimes *per se*.

What do 'reconvicted' and 're-imprisoned' mean?

Offenders counted as 'reconvicted' are all those who received a new Corrections-administered sentence, either a community sentence or imprisonment. Those who are imprisoned are a sub-set of the re-convicted figure. Re-imprisonment includes any custodial sentence being handed down, even if no actual sentenced prison time has been served (some offenders are released at the same time as sentencing because time served in custody remand equals or exceeds the imposed sentence).

What do the RI results look like?

Figure 2 shows the re-imprisonment rates within 12 months for the past 11 years. The trend indicates that in very recent years re-imprisonment rates are decreasing.

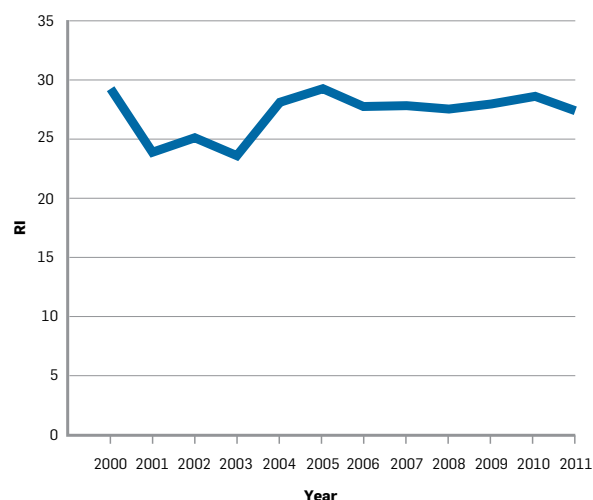


Figure 2.
Prisoner re-imprisonment rates (within 12 months).

The prisoner reconviction rates show a similar pattern, with an observed drop in the last two years (see Figure 3).

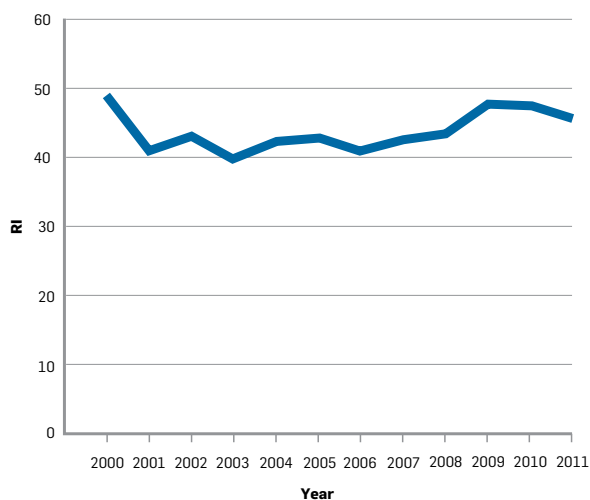


Figure 3.
Prisoner reconviction rates (within 12 months).

RI figures are calculated for all offenders as well as for sub-groups of offenders such as by gender, ethnicity, and by age. In addition, disaggregated RI figures are also calculated for a number of other dimensions such as by gang affiliation, offence group, offence type, community sentence type, prisoner security classification, release type and sentence length.

When considering the RI results over the last decade some common patterns emerge. Men are re-imprisoned at a significantly higher rate than women (28 percent and 18.4 percent respectively). Re-imprisonment rates reduce by approximately two-thirds as offenders age: offenders under the age of 20 have the highest re-imprisonment rates at 42.5 percent. There are also differences in the re-imprisonment rates between offence groups; for example, dishonesty offenders having the highest rates and sex offenders the lowest, at 40.7 percent and 9.2 percent respectively (Department of Corrections, 2012).

While reconviction-based indicators provide insights into the Department's performance, it should always be kept in mind that reconviction and re-imprisonment rates are subject to a wide range of influences, many of which are outside the Department's direct control.

However, the RI only records whether or not an offender was reconvicted, or re-imprisoned within a given period. Therefore, it doesn't provide information on the number of new offences committed by each individual, the number of times within the follow-up period they were reconvicted, or the relative seriousness of new offences. Changes in annual rates of reconviction do not reveal whether re-offending overall is becoming more or less serious in nature, or whether the volume of offences committed is

increasing or decreasing. In response to this, a measure to determine the seriousness of offending is under development by the Department.

How do we compare internationally?

Many countries record recidivism rates of offenders managed in their corrections systems. However, making comparisons between such figures is fraught with difficulty. A number of differences between countries undermine comparability, such as:

1. Crime resolution rates vary enormously across countries – for example, the current crime resolution rate in NZ is around 48 percent, but in England and Wales it is 28 percent (New Zealand Police, 2012; Home Office Statistics, 2010). This means that, in many comparison countries, fewer offenders who do re-offend are counted as a reconviction.
2. Countries differ in the length of follow-up period used, when the follow-up period commences, or base their statistics on the sentencing dates rather than offence dates.
3. Reconviction data in some countries is less complete than in others, particularly when there are separate state and federal justice systems (e.g., Canada, USA)
4. Police and courts in different countries have available to them very different systems of pre-conviction diversion options, which submerge many new offences.
5. In many countries, traffic convictions are excluded (New Zealand includes many traffic offences in its counts).

However, analysis has shown that Australia and the United Kingdom have largely similar criminal justice systems and counting rules to New Zealand. When compared to these countries, our rates are similar, and certainly no higher than these countries.

Rehabilitation Quotient

The Department also measures the extent to which rehabilitative programmes and interventions reduce the rates of reconviction and/or re-imprisonment amongst participants. The Rehabilitation Quotient (RQ) compares the reconviction and re-imprisonment rates of a group of offenders who receive a rehabilitative programme or intervention, with the rates recorded for another group of offenders who have very similar characteristics in terms of their risk profile, but who did not receive the intervention. The methodology allows for a robust and comprehensive system for measuring the effectiveness of the Department's rehabilitative programmes and interventions. Furthermore, it allows for measuring effectiveness in terms of re-offending for one specific

rehabilitative intervention amongst the multiple possible interventions provided to an offender over their sentence. The RQ results assist the Department in the identification of interventions that are most successful for specific offender groups, and even which combination of interventions are proven most effective.

Who is included in the RQ calculation?

In essence, the target population for the RQ is the same as for the RI; that is, offenders who are released from prison into the community, or offenders who are starting a community sentence, over a given period of a year. The difference is that whilst the RI includes the whole offender population who fit the above description, for the RQ we are only interested in those offenders who have completed the programme or intervention of interest. Aside from this key difference, the exclusion and inclusion criteria are the same.

What is the RQ calculation?

Whilst the detailed calculation is beyond the scope of this paper, the RQ essentially uses two primary analysis strategies to measure the impact of rehabilitation interventions on re-offending rates of offenders. The first technique relies on 'model-based estimates' using multiple regression. Regression helps understand the impact of one variable on another when other variables are held fixed. These variables include age at release, ethnicity, gender, offence type, sentence length, prior convictions, gang association, and the number and order of prior programmes completed.

The second technique is the use of 'propensity score matching' in order to provide balance across a wide range of variables, such as the variables outlined above, between treatment and control groups, in order to more accurately estimate treatment effects. Unlike regression, it removes offenders from the control group who are too dissimilar to the participants in the programme. By applying this second technique, it allows for the further improvement of the similarity between the control group and the treatment group (see Strachan (2013) for a detailed outline of the methodology used). Both regression and propensity score matching strategies are widely used internationally in all areas of impact evaluation, including criminal justice (for example see Bewley, 2012).

What do the RQ results look like?

The RQ results are presented as 'effect sizes', which should be interpreted as percentage point changes, in the rate of either re-imprisonment or reconviction, between those offenders who participated in the

rehabilitation programme or intervention, and the offenders in the comparison group. For example, let's say that a particular group of offenders had a 12 month re-imprisonment rate of 50 percent. Some of the offenders receive an intervention, and some do not. After the intervention is completed and the offenders are released we measure the RQ for the intervention and find that the effect size is 7 percentage points. This means that of those offenders who received the intervention, 43 percent (50 percent – 7 percentage points = 43 percent) were re-imprisoned over the 12 months following release after programme completion. For those offenders who did not receive an intervention, the re-imprisonment rate would remain at 50 percent. Note that the RQ methodology can also be applied to other outcomes, aside from re-imprisonment and reconviction rates, such as the relative seriousness of re-offending.

International best-practise has shown that effect sizes of 16 percentage points can be achieved for the most intensive treatment programmes (Aos, Miller and Drake, 2006). Furthermore, they have shown that less intensive interventions such as employment and job training in the community also achieve significant effect sizes of up to 4 to 5 percent.

This Department has recorded effect sizes of up to 16 percentage points which is close to international best-practice. This has been particularly the case with the Drug Treatment Units (DTUs) (see Table 1.). While good results are not found every year, the overall pattern is one that suggests that the DTUs are reliably producing reductions in reconviction and re-imprisonment rates amongst participants.

Table 1.
DTU effect sizes, 2005 – 2012

	Reconviction		Re-imprisonment	
	12m	24m	12m	24m
2005	-16	-10	-10	-11
2006	-5	-9	-5	-13
2007	n/a	n/a	-9	n/a
2008	n/a	n/a	n/a	-10
2009	not evaluated		n/a	n/a
2010	-12	n/a	-10	n/a
2011	-12.4	-10	-3	-11
2012	not evaluated		-6.4	-5

Programmes and interventions are an essential component of correctional services in New Zealand and internationally. Continued improvements in evaluative methodology, but also in the theoretical frameworks underpinning rehabilitation, are vital in succeeding in

reducing re-offending and achieving the Department's goal of 25 percent by 2017.

What are 'best-practice' principles?

Good results are most likely to be achieved when rehabilitative programmes and interventions have been designed and implemented in ways consistent with internationally developed 'best practice' principles. The risk-need-responsivity (RNR) model (Andrews & Bonta, 2010) of offender rehabilitation serves to guide correctional practice in a number of countries, including New Zealand. According to this model, three principles should be adhered to in the development and implementation of offender rehabilitation programmes: risk, need, and responsivity.

According to the risk principle, the intensity of treatment should be selected based on an offender's risk of re-offending. More intensive treatment programmes should be directed at high risk offenders, whereas low risk offenders should receive relatively minimal treatment services. Whereas the risk principle specifies *who* should be primarily targeted in treatment programmes, the need principle guides the selection of *what* should be the focus of rehabilitation programmes. Specifically, Andrews and Bonta (2010) argue that offender rehabilitation programmes should explicitly target criminogenic needs. Criminogenic needs are dynamic risk factors such as antisocial personality characteristics, offence supportive beliefs, and substance abuse problems that are functionally related to criminal behaviour and that are potentially amenable to change. The responsivity principle is the final component of the RNR model and is concerned with best approach for interacting with offenders during rehabilitation programmes. More specifically, according to this principle, it is important to tailor interventions to offenders' individual characteristics such as their motivation, cognitive abilities, and learning style.

In sum, the RNR model provides a clear evidence-based conceptual framework for guiding the rehabilitation of offenders that specifies *who* should be the primary target of interventions (the risk principle), *what* should be the focus of intervention efforts (the need principle), and *how* programmes should be implemented to achieve the best results (the responsivity principle). International research on the effectiveness of rehabilitation programmes provides additional support for the RNR model. Programmes that adhere to each of the three principles (risk, need, and responsivity) tend to produce better outcomes, in terms of reductions in recidivism, compared to programmes that do not (Andrews & Bonta, 2010; Andrews, Bonta & Wormith, 2006).

Despite the widespread implementation of the RNR model and its success in reducing re-offending, some researchers have argued that there is considerable scope for improving rehabilitation outcomes and that the RNR model has a number of limitations that need to be addressed (e.g., Laws & Ward, 2011; Ward & Maruna, 2006; Ward & Laws, 2010). Importantly, Ward and colleagues have argued that although the targeting of risk factors is an essential component of interventions, an exclusive focus on offender deficits can reduce the engagement of offenders in rehabilitation programmes leading to low *levels of completion*. In contrast to the RNR model of offender rehabilitation, the Good Lives model (GLM) is a *strength based* rehabilitation framework that, according to Laws and Ward (2010, p. 17) 'aims to equip offenders with the internal and external resources to successfully desist from further offending'. As such, the GLM recognises the importance of addressing risk factors in treatment programmes, but conceptualises them as barriers that offenders need to overcome in order to obtain 'primary goods' (e.g., positive social relationships) in non-harmful ways. From a GLM perspective, a central component of an effective treatment plan also needs to recognise the external resources that an offender requires in order to live a meaningful life, free from offending. These might include vocational training, enhancement of the physical circumstances of their life in the community (e.g., housing) and on-going social support.

It is important to recognise here that the GLM is best viewed as *complementary* to the RNR model: it can serve to enhance, rather than replace, traditional rehabilitation programmes by focussing on building offender strengths (in addition to addressing risk factors) in ways that can best lead to desistance from offending (Willis, Yates, Gannon & Ward, 2012). Although there remains a lively debate in the academic literature regarding the relative merits of the RNR and GLM approaches (e.g., Andrews, Bonta & Wormith, 2011; Ward, Yates & Willis, 2012), the task of making meaningful reductions in rates of offender recidivism is a challenging one and the on-going refinement of rehabilitation programmes and interventions will need to take in to account both conceptual and empirical developments in the field.

How does the Department use the RI and RQ to calculate future reductions in re-offending as a result of rehabilitative programmes and interventions?

A reduction in the offender population can be calculated using the RI and RQ figures as well as known

programme completion rates (a completion rate is the percent of offenders completing a particular programme or intervention). For example, it is well known that alcohol and drug misuse is a major driver of crime. Approximately 65 percent of offenders have current drug or alcohol problems (Department of Corrections, 2009). By impairing judgement, reducing inhibitions and heightening emotions, drug and alcohol misuse contributes to all types of offending.

Drug and alcohol treatment programmes in New Zealand prisons reliably achieve up to 15 percentage point reductions in re-imprisonments. Let's say that an additional 4,000 prisoners per year receive drug and alcohol treatment. Drug and alcohol treatment programmes have an average completion rate of 70 percent. Then of these 4000 additional prisoners, 2,800 will complete the intervention and receive the full benefit of the intervention. Prisoners who complete the drug and alcohol treatment will be re-imprisoned at a reduced rate, from 40 percent to 25 percent (15 percentage points) within 12 months. Therefore, of the 2,800 prisoners who complete the intervention, only 700 will be re-imprisoned after 12 months. In comparison, of a cohort of 2,800 prisoners who have not received the intervention, 1,120 will be re-imprisoned after 12 months. Thus, 4,000 additional prisoners per year receiving drug and alcohol treatment services will result in up to 420 fewer re-imprisonments. This creates significant cost and victim savings for the Department, and the wider justice sector and society as a whole.

Further tools that are under development include, but are not limited to, the seriousness of offending, trajectory modelling of offender pathways and offender typologies so that we can improve outcomes for offenders by developing a robust framework of offender sub-types that rests on common characteristics more important than those commonly used (age, gender, ethnicity, current offence type, risk level, current sentence). Such knowledge might lead to more fine-grained targeting of rehabilitative resources, as well as better offender management techniques. In addition, there are continued improvements to the Department's risk measures, as well as the development of a measure that evaluates post-release employment.

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Getting the balance right

Neil Beales

Chief Custodial Officer

Author biography

Neil Beales has worked in Corrections since 1991. He started as an Officer in the English and Welsh Service progressing through the ranks to Deputy Governor and working at a number of different prisons including Adult, Young Offender and Juvenile institutions until moving to New Zealand in 2009 to take up the post of Prison Manager of Auckland Prison. He held this position until being appointed as the Chief Custodial Officer for the New Zealand Department of Corrections and took up this post in November 2012.

The chief custodial officer (CCO) is a new role established under 'Unifying Our Efforts' – the 2012 restructure of the Department of Corrections. The CCO, along with the chief probation officer and chief psychologist, report through to the general manager Service Development and form part of the Service Development Leadership Team.

The CCO also sits on the Corrections Services Leadership Team, so in addition to assisting in shaping, advising and influencing the development of our service, there is also a responsibility within the practice and delivery of that service.

One of the key aspects of the role is to work with the other chiefs to provide professional leadership across the Department. Therefore, for this article, I want to offer some personal reflections, opinions and views on the role of the corrections officer and its complexities. To do so I have revisited an article in a Prison Service Journal that was published in 1991. I believe that although it is now over 20 years old, the issues argued in the article (What is a Prison Officer?) are still as relevant today as they were then and will continue to be debated for years to come.

I joined the English and Welsh Service in 1991, starting my career as a prison officer at HMP Risley. Following completion of my training I was sent to HMP Camp Hill on the Isle of Wight. The year before had seen a major riot at Strangeways Prison in Manchester. The riot lasted for 25-days, beginning on 1 April 1990 when prisoners took control of the prison chapel. The disturbance spread to most of the prison, including prisoners accessing the rooftop. The riot ended on 25 April and became a watershed moment in British penal history. The initial riot and rooftop protest is recorded as the longest prison riot in Britain.

One prisoner was killed during the riot, 147 prison officers and 47 prisoners were injured. Much of the prison was damaged or destroyed with the cost of repairs coming to £55 million (approximately \$170 million).

The Strangeways riot was the spark that ignited a series of disturbances in prisons across England, Scotland and Wales. The Government of the day announced a public inquiry into the riots, to be led by Lord Justice Woolf. The resulting *Woolf Report* (Home Office, 1991) concluded that conditions in the prison had been intolerable, and recommended major reform of the prison system. He further concluded that there was a moral crisis in the penal system and a lack of clarity about purpose which also contributed to the disturbance. Woolf argued that the balance between security, control and justice should always be carefully maintained and that prisoners should be treated with humanity and fairness (Home Office, 1991,). The Guardian newspaper agreed and described the report as a blueprint for the restoration of 'decency and justice into jails where conditions had become intolerable'.

Part of that reform was a review of the recruitment and training processes of prison officers and in his report Lord Justice Woolf outlined his view of the role of the modern prison officer:

Management must make clear to staff that in a modern prison service the role of the prison officer must not be confined to the unlocking of cells. It should be a skilled professional role within a disciplined service. It should involve constructive care of the prisoners. It should involve preparing them to return to the community in ways which will make it less likely that they will re-offend. (Home Office, 1991).

So it was under this new sense of direction that I and many others joined. We entered a system that had largely been neglected and under-invested in for many years. A service that was burdened by bureaucracy and governed by a system of rigid rules and regulations (some archaic and draconian in nature). It was hindered by a lack of modern research and development in relation to custodial practice and suffering from years of often damaging industrial relations.

The changes recommended by Lord Justice Woolf were far reaching and had a dramatic impact on how prisons were managed. Over time as the recommendations and

new policies took effect there was a marked improvement in the relationships between staff and prisoners. The introduction of the Criminal Justice Act 1991, saw the prison population fall, an improvement in regimes and a more humane and fair approach to incarceration of prisoners take hold. External oversight was also strengthened by the appointment of the prisons ombudsman.

It looked like significant progress was being made, and in many aspects it was, and at some pace. It was clear that many people at all levels of the Prison Service were working hard and with the best of intentions to bring about the changes needed.

However, in a short space of time the pendulum had swung too far the other way. In the rush to implement the humane and decent approach recommended by Lord Justice Woolf, and exacerbated by a misinterpretation of the full intent of his report, which was to ensure a *balance* of 'security, control and justice', disorder took root. Prisoners, now with more time out of cells but with little to occupy that time, engaged in more disruptive and violent behaviour. Assaults increased, drug use increased and security and control was weakened in a misunderstanding of the concepts of fairness and justice in a custodial setting.

In many prisons, confusion reigned with previously established security measures and controls being undermined as the balance between what had gone before and what was replacing it proved elusive.

Within five years of the Strangeways riot and the subsequent Woolf Report, this imbalance and mixed messaging was brought into sharp focus with high profile escapes from two maximum security prisons. In 1994 six prisoners (five convicted IRA terrorists and one prisoner who had a record of armed escape) escaped from HMP Whitemoor's Special Security Unit. In 1995, three prisoners (two murderers and a blackmailer) escaped from HMP Parkhurst and were on the run for a week.

In the subsequent report into the Parkhurst escape headed by General Sir John Learmont the following comment stands out:

'A phoney stability was achieved at Parkhurst ... by surrender to the prisoners of control over their daily

existence,' the report says. The prison was effectively run by the inmates; there was no real limit to private cash holdings, and bullying and intimidation were rife. When 20 high-risk prisoners were transferred from the prison after the escape, the total private cash balance held on behalf of inmates fell by almost 15,000 pounds. Phonecards were used as currency for drugs and gambling. The governor spent only two or three hours a week talking to staff and inmates, and 50 on paperwork. (Stephen Ward – The Independent, 1995, cited in Learmont, 1995)

The response, as you would imagine, was swift and dramatic, and the pendulum began its swing again.

The above reflection is by no means the full story. There were, of course, many factors that led to both the Parkhurst and Whitemoor escapes and it was not only policy and management decisions that were found to be at fault but all the decisions, actions or inactions of

individual officers and managers. In both cases, and in many other serious incidents throughout that time, these issues were found to have a compounding effect and were subsequently subject to criticism, questions and in some cases disciplinary action.

This, however, is not so much a commentary on the policies, actions or decisions of the day by those that managed, worked in or governed the system. It is about how important it was, and remains, for prison officers to have a clear understanding about what it is they are asked to do. Staff in any capacity need to be able to operate with a well-defined mandate, supported by legislation and within a fair and humane system of rules and regulations. All staff need to carry out their roles in the most professional and decent way. It is about leadership, both personal and organisational. It is about getting the balance between security, control and justice right, and for those staff who have to maintain that balance on the frontline to be properly supported, motivated and led.

I have provided this very short history and summarised observations for good reason. All throughout this period I was a prison officer on the landings and, along with my colleagues, lived and worked through the changes and was amongst those who saw the impacts of the imbalance first hand.

“It is about how important it was, and remains, for prison officers to have a clear understanding about what it is they are asked to do.”

Many changes were for the better, and both staff and prisoners benefited from them. Others were either misguided, or misinterpreted. However, what I do know is that in almost all cases the intentions were honourable and well meaning. I also learned very early on that regardless of what policy changes or rules were applied or implemented it was the leadership and direction we received, and relationships between the prison officers and the prisoners in their care that ultimately made the difference. Striking the right balance was crucial and in order to do so effectively, an officer needed to hone a variety of skills and be confident in applying them.

A good officer knew that by acting in a fair, consistent, decent and humane manner they could get cooperation and compliance from the majority of prisoners, in the majority of instances. In fact officers were only too aware that prisons can only operate effectively when prisoners consent to the restrictions and measures imposed upon them, and will only tolerate injustice and abuse for a short time before rejecting, protesting and resisting such measures. Good officers understood that at the core of their day-to-day work, they must remember and accept that they deal with people with individual issues and problems, some of whom may be very damaged and very difficult, but individuals nonetheless. Personal leadership was important as it remained our duty to act professionally at all times, regardless of the changes around us. I was fortunate in that I worked in prisons that were led by some exceptional people. Senior officers, principal officers and governors who demonstrated strong leadership, effective communication, and provided balance between compassion and custody.

The importance of clear rules and regulations cannot be underestimated. They provide the balance, structure and legal context for officers to carry out their work; however, what must be understood is that much of this work is not a simple case of operating in black and white. Ours is a profession that operates within the complex grey areas of human relationships. Prisoners are not a homogenous group that can all be treated in the same fashion. This is nothing new, and good prison officers throughout the years have known this to be the case.

For this article, I have drawn on lessons from recent history. However, I have done so purposely. All too often we don't take the opportunity to reflect on learnings from the past. For example in a 1984 report from the Control Review Committee – *Managing the Long Term Prison System* (cited in Hay & Sparks 1991) it was recognised that the question of skilled staff conduct was central:

At the end of the day, nothing else we can say will be as important as the general proposition that relations between staff and prisoners are at the heart of the whole prison system and that control and security flow from getting that relationship right. Prisons cannot be run by coercion; they depend on staff having a firm, confident and humane approach that enables them to maintain close contact with inmates without abrasive confrontation. (Home Office, 1984: para 6).

I have never forgotten the lessons that those early years in my career taught me. I haven't stopped learning either. The dynamics of the human relationship at the heart of a custodial setting are too complex and vast for a short article. However, their importance must never be underestimated or overlooked.

Relationships will be at the heart of almost all issues in a prison. Often we will ask why some prisons are not operating as effectively as others, or why some prisons have a higher rate of incidents or complaints. There will of course be many reasons, some which are obvious, and some which are not, however one issue that will be reflected in almost all cases will be the quality of relationships between staff and prisoners. Getting this right will make a difference to all our efforts.

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The role of the Chief Probation Officer and the Practice Leadership Team

Darius Fagan

Chief Probation Officer

Author biography

Darius started with Corrections as a probation officer in Christchurch in 2001, then worked as a probation officer and service manager in Manukau and Auckland. After a brief stint overseas he came back to the Department in 2006 as the area manager in Tai Tokerau. For the past four years he has been area / district manager in Manukau. He took up the role of chief probation officer in April 2013.

When community probation implemented the Integrated Practice Framework (starting in 2009) there was a need to review how practice was being supported. The role of the chief probation officer was created in 2010 to uphold practice leadership and build professional practice. This role ensures that:

- all new practice is fit for purpose
- practice is being implemented as expected and meets quality standards
- practice development, support and reviews occur for all staff.

The chief probation officer has strong links to the chief custodial officer and chief psychologist in the Department, as well as to the community probation operations managers.

The first task of the chief probation officer was to develop, implement and embed a Practice Leadership Framework. This framework now defines professional practice in probation. It sets the expectations of staff and outlines what they can expect to enable them to become professional practitioners.

At the heart of the framework is He Raranga Hou, the 'new weave' of our practice. He Raranga Hou is an approach that ensures all our practice is effective, especially with Māori offenders, their whānau and community. This approach enables us to create new behaviours in offenders that lead to new lives that are offence free.

The Practice Leadership Framework makes it clear that *everyone* leads on practice and has a responsibility for their own practice development. The framework illustrates practice as a collaborative process that involves those on the frontline, those in district and regional roles, and those with National Office roles. It defines practice development, support and review that enables us to build professional practice.

Central to the Practice Leadership Framework is the Practice Leadership Team. The Team includes the chief

Astrid Kalders

Ex Chief Probation Officer

Author biography

Astrid Kalders was with the Department from 1993-2013. She held roles including Psychologist, Principal Psychologist (Christchurch and Auckland), Acting Prison Manager Christchurch Women's and Regional Manager Community Probation Service Northern. For the last two years she was Chief Probation Officer, holding national responsibility for professional practice leadership in probation.

probation officer, four senior practice advisers, a principal adviser and the director Māori practice leadership. The team may be small but it has many links across the Department.

The Practice Leadership Team:

- upholds the quality of professional practice development in probation
- ensures practice leaders continually improve at supporting staff and managers on the frontline
- helps the wider probation team overcome challenges
- provides advice to senior managers on current practice issues, the direction of future practice development, and the priority goals and areas for development.

The Practice Leadership Team also builds new practice tools, holds practice development sessions and contributes in a major way to the content of the core curriculum and brief interventions. The team ensures that all development is evidence-based, drawing on the published literature and reviewing overseas practice.

From time to time, the team is involved in special investigations commissioned by the chief executive. These are systemic reviews of practice, usually after a high profile incident or on a high risk offender. These investigations look at the intention of the practice that was done, what the quality of the practice has been and if sufficient support and processes were in place. They seek to identify ways to strengthen practice and community safety.

As well, the team is working very closely with the manager case management to support the development of case managers. This ensures work is well-grounded in the reality of frontline work, is aligned and consistent across the Department and that development is collaborative and meets the needs of all practitioners.

Ahakoā he iti, he pounamu

Although it is small, it is of value.



One size doesn't fit all: reducing re-offending – a psychological perspective

Nikki Reynolds
Chief Psychologist

Author biography

Nikki has worked for the Department of Corrections since the 1970s when she was initially employed as a probation officer. Nikki is a registered clinical psychologist and holds a Masters Degree and a post graduate clinical diploma from Victoria University. She has worked as a clinical psychologist with the Department since 1985. She was the Principal Psychologist of the Wellington office of Psychological Services for 20 years moving to National Office in 2009. In 2010 she became the Director of Psychological Services and Chief Psychologist in September 2012.

The title of Chief Psychologist is new to the Department of Corrections and replaces the previous title of Director Psychological Services, although some of the roles and functions of the position remain the same. The Chief Psychologist provides professional leadership to all psychologists working for Corrections and is responsible for the

maintenance of professional standards. Psychologists working for Corrections must have an annual practising certificate, and be registered in either general or clinical practice with the Psychologists' Board (an external body who annually monitor the work of all registered psychologists in

NZ). This means that psychologists have completed a course of study and have an identified body of knowledge that is useful to Corrections. This enables them to provide direct clinical services to offenders to help them stop offending. It also enables psychologists to contribute to the continuous improvement of work throughout Corrections. Our psychologists' work is informed by the research and project work we do here, and that is done by our colleagues around the world.

Each year there are significant advances in the knowledge of what works best for offenders that we need to incorporate in our practice. This includes the clinical work we do, the programmes we develop and run, and the way we manage offenders in prison and in the community while maintaining the safety of our staff and of the public. We are fortunate in this Department to be able to undertake research and develop risk measures and programmes for offenders that are some of the best in the world. To do this it is important that we all work together in ways that are proven to be effective.

I am pleased to see the inauguration of this journal which will allow us to share important information about the latest developments in the rehabilitation and reintegration of offenders across the Department. It is clear from research both here and overseas that an approach to working with offenders that takes into

account the principles of risk, needs and responsivity (RNR) works best to assist in reducing re-offending. These principles state that higher risk offenders should receive the most intensive treatment programmes. International research also indicates that need for treatment or 'dosage' is important; higher risk offenders need more

intensive programmes than medium and lower risk offenders. There is evidence that lower risk offenders can be made *more* likely to offend if they are given too much treatment. The third principle, responsivity, indicates that an offender needs to be motivated to undertake treatment and that it should be provided in a way that the offender can understand.

In a recent chapter submitted to The Handbook of Forensic Psychology (4th ed) 'Practising Psychology in Correctional Settings', Gendreau and Goggin (2012) retrace the history of the development of rehabilitation in prisons and continue to provide support for the RNR model. In doing so they canvass a number of theories about what works to reduce offending, including the deterrence model (prison will deter offenders from continuing to offend), prisons as schools of crime theory (prisons train offenders to be better criminals) and the behavioural 'deep freeze model' (which examines offenders' life experience in explaining their degree of adjustment to prison). They provide evidence from a number of meta-analyses (large studies that

“Each year there are significant advances in the knowledge of what works best for offenders that we need to incorporate in our practice.”

combine the findings of numerous smaller studies) that imprisonment on its own results in increases in recidivism, and that harsher regimes can increase recidivism even more. Also that exposure of low risk prisoners to higher risk peers in prison treatment programmes leads to increases in incidents in prison and post-release recidivism. They conclude that public protection is not furthered by incarceration of low risk offenders, especially in prisons where they may be negatively influenced by their higher risk peers.

They also report on a recent increase in interest in correctional climate or prison 'personality' studies (this includes such factors as living and working conditions, security, health and safety and inmate programming) with some work being done in this area in Canadian prisons (Goggin 2008, in Gendreau & Goggin, 2012). The results showed that the poorest outcomes were found for moderate and low risk inmates with high risk inmates seemingly little affected by the prison climate. Secondly, an examination of the results by security level revealed that outcomes were much worse among inmates in maximum security settings.

There appears to be real value in understanding prison misconducts because they can predict future recidivism. The authors cite a number of studies in this area that demonstrate the importance of prison misconducts as a predictor of future behaviour. One study in particular is interesting as it focuses on the most serious forms of misconduct that typically resulted in segregation (e.g. assaults). This study by Smith and Gendreau (2012, in Gendreau & Goggin, 2012) reports on a survey of the effects of treatment programmes within all federal prisons in Canada. Results showed that treatment programmes that were consistent with the RNR need principles decreased segregation rates among moderate and high risk inmates by 1 percent and 8 percent respectively but increased segregation rates among low risk inmates by 8 percent. Programmes that did not appear to adhere to the RNR need principle increased segregation rates by 16 percent to 20 percent across all inmates regardless of risk level.

The issues outlined in the chapter are similar to those currently being discussed in New Zealand and reinforce the importance of being informed about overseas studies and continuing to talk to our colleagues about their experiences as we try to provide more and better rehabilitation and reintegration activities for our offenders in prison and in the community.

One of the biggest messages for me is the reinforcement of the message that one size does not fit all and we need to continue to strive to develop and improve our interventions to ensure that we are doing the best we can for each individual. To this end the Corrections Journal will enable us to consider the issues we are facing and provide us with a forum for informed debate.

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Case managers making a real difference

Sacha Thorby
Principal Adviser

Author biography

Sacha Thorby recently joined the Department of Corrections as a principal adviser, coming with 11 years of frontline practice and operational experience in both New Zealand and international statutory social work. Sacha joins the Case Management Service Design Team at National Office with a strong passion for best practice and has been impressed with the commitment and enthusiasm of the case management teams across the country who are supporting some of our most vulnerable and difficult offenders.

Introducing case managers

As one of the more recent additions to the Department of Corrections, case managers have taken on the challenging but exciting role of leading the rehabilitation of offenders in the prison environment, and supporting their reintegration to the community upon release. We now have 230 case management staff in our 16 prisons, leading to enhanced service provision for offenders who often have highly complex rehabilitation needs.

Typically, case managers function across the board, working just as effectively with different people with different needs. However, there are several instances when case managers are given portfolios due to their expertise in a particular area. One example of this is case managers with knowledge of child protection and development working in the Mothers with Babies Units.

A core function of the case manager role is to comprehensively assess need and build interventions into the offender plan to meet these needs. They strive to understand every component of an offender's life which may impact either negatively or positively on addressing their offending behaviours. Case managers then work to reduce the risks and tap into the positives. Case managers match interventions and activities to meet the individual needs of the offender, and assess the appropriate time for these to begin. Through the prison sentence, the case manager remains connected with the offender to reassess the changes in need and motivation and adjust their plan to reflect this. Constant reassessment of need is fundamental to the case managers' role as people are not static beings. Over time their needs change, and it is important that the plan changes to reflect this.

Offender management relies on the individual contributions of a range of people both in and out of the prison environment; from prison officers to probation officers, psychologists to health providers, chaplains to kaumatua, prospective employers to programme facilitators, along with friends, whānau and, most

importantly, the offender. The list is endless, and from these few examples, it is easy to see why leading a strong multi-agency approach is critical to the success of developing a robust offender plan. This is the way forward to create the best opportunity for success and maintain an offence-free life.

The multi-disciplinary approach connects the offender with a range of services and people to ensure all aspects of their rehabilitation and reintegration are considered in a holistic way, with all staff supporting the offender to achieve the same goals, removing barriers, and transitioning between the custodial and community environments. These skills are all underpinned by strong motivational approaches to provide the best opportunity for an offender to commit to an offence-free lifestyle.

Supporting the same goals

The introduction of Right Track to prison staff has offered a formalised way to share information across disciplines within the prison, designed to support a collaborative one team approach to offender management. By developing a common language for staff to talk about behaviour change and motivation, we build on all professionals' knowledge and expertise to understand how to best interact with an offender. The role of corrections officers is recognised as central to the day-to-day management of offenders, and case managers have a significant role in information sharing and joint decision-making about offender behaviour management.

To give a great example of inter-disciplinary collaboration for a complex offender in a maximum security unit, Principal Case Manager Kerrie Anderson at Auckland Prison reflects on the strength of the Right Track approach:

While Right Track meetings are held at least once a fortnight in the units, in this particular situation, due to this offender's needs, a targeted case review was required. A multi-disciplinary team meeting was

held, attended by the offender's psychologist, frontline prison staff, the case manager, principal corrections officer and unit manager. We developed a pathway including options of how he could work towards his rehabilitation goals in addition to working towards a move out of the maximum security unit. These options included goals such as remaining misconduct and incident-free, maintaining his cleaning job in the prison, revisiting his education programme options and continuing his work with his psychologist.

The outcomes from this case review will be presented at the next Right Track meeting so that all those working with this offender can be on the same page in supporting him to meet these goals, with the plan being reviewed after three months to ensure that it is on track.

Kerrie sees staff really embracing the new way of working together as one team, and recognising that everyone has something meaningful to contribute to the management of an offender.

Removing the barriers

Case managers seek to remove barriers to rehabilitation and find creative ways to meet the needs of the offender, moving away from a 'one size fits all' to an individual approach. With a little creative thinking, in the following example, we see how a young man has gone from having no accommodation, no work and very limited support, to being a valued employee whose future after prison includes confirmed full time employment, accommodation and support. This has been achieved without compromising his rehabilitation for his offending needs.

The young man in Otago Corrections Facility graduated from the Drug Treatment Unit, and was recognised as an offender with high engagement and strong leadership skills. He was identified as a good candidate for the Medium Intensity Rehabilitation Programme (MIRP). However, until a place became available, he started full-time Release to Work on the understanding that should a MIRP vacancy become available he would need to work part-time to allow him to attend the programme. When the

MIRP start date was confirmed, however, the young man's employers were hesitant to release him to attend the programme due to work commitments, the time required to travel to and from the prison, and transport issues.

The case manager recognised this young man's potential. She consulted the principal MIRP facilitator as she didn't want to see this young man disadvantaged by losing his job due to attending the MIRP. Together they found the solution of placing him in a community-based MIRP to reduce traveling time between work and programme – something which had never been considered previously.

This young man is now attending the community-based MIRP and will graduate prior to release in August 2013. He has accepted permanent employment with his Release to Work firm on release. Along with employment, the firm was also able to offer accommodation. He is now the lead hand at work and is responsible for managing a team of workers.

Case managers work to engage offenders with rehabilitative opportunities through their sentence. The example above illustrates how this young man was supported to continue to address his offending needs while still maintaining his employment. This approach also held an inadvertent teaching for him in negotiating and problem-solving, as well as learning to manage several different responsibilities at once, all of which are relevant skills to develop for success in the community.

Supporting offenders to transition from custody to community

We know that the offender's reintegration back into the community needs to be considered within the context of their family, whānau and community, and that building on the strengths of support people can create lasting change. By developing supports which can translate from prison into the community, we strengthen the chance for people to be challenged in their offending beliefs and behaviours following release.

“Case managers seek to remove barriers to rehabilitation and find creative ways to meet the needs of the offender, moving away from a ‘one size fits all’ to an individual approach.”

In the following example, we see that sometimes it's by meeting the most basic needs of life that an offender desists from offending.

A young man in his early 20s re-offended and was recalled to prison within four weeks of his release. He had left prison to no accommodation, no appropriate clothing and no money. After being recalled to prison, the case manager in the prison pre-release unit worked with him to understand the triggers of his re-offending, which he identified as:

- having no bank account, which delayed his benefit payment on release
- having no appropriate clothing
- communication breakdown with his probation officer.

Before his next release, Offender Employment were engaged to help him apply for his driver's licence. His allocated probation officer was invited to get involved in his release planning weeks beforehand, as well as ensuring that practical support was in place through WINZ and Salvation Army.

This example reflects the importance of sharing information and talking to one another.

A pivotal role in motivating offenders

Case managers are agents of change, pivotal in motivating offenders within the prison environment. Case managers start from a position of working in partnership with an offender, using motivational approaches to support the offender to make changes and meet the goals of his or her offender plan.

Motivational interviewing was founded by Dr William Miller and Dr Stephen Rollnick in 1991, evolving from Dr Miller's experience gained with a client group of problem drinkers in the early 1980s (Miller & Rollnick, 1991).

The approach supports purposeful engagement with an offender, focussing on the language of change, and making every interaction an opportunity to support change. The approach supports the offender to be the expert in his or her own life, with the case manager helping the offender to challenge their own thinking and see future possibilities, rather than acting as the authority in the relationship. This, at its basic level, supports the development of a relationship where problems are worked through together, prevents person-specific dependency, and helps the offender develop skills they can use in the community.

The spirit of motivational interviewing is built from Miller and Rollnick's work since initial development of

the approach and is underpinned by four key components:

- partnership (in the context of Corrections, this is the acknowledgment of the experience and perspective of the offender)
- acceptance (the affirmation of the offender's capacity for self direction)
- compassion (the case manager's ability to understand the offender's perspective and position)
- evocation (the case manager's ability to draw on the offender's perceptions and values to support intrinsic change (Miller & Rollnick, 2013).

Motivational interviewing is built from foundations of a strong relationship, where a collaborative and person-specific approach is taken. Understanding an individual's own belief system supports the case manager to work with the offender, eliciting his or her internal motivation to change. The strength of drawing out an individual's thoughts is fundamentally far more powerful than the case manager imposing their opinions on the individual. Case managers work to identify where an offender is in relation to his or her readiness for change, and targets their interviewing skills to support the offender in their behaviour change process. In this framework, it is recognised that the power for active change lies with the offender, and the case manager holds a critical role in drawing out the views of the offender, challenging their internal beliefs, supporting the offender to commit to specific actions and create behaviour change.

Development of the role

Case managers fill a new and critical role in offender management, and strive towards finding unique solutions for individuals. The introduction of the role has made a direct contribution to the Department's 2011-2015 strategic priorities under *Creating Lasting Change*, specifically to Reducing Re-offending and Improving Public Safety. The coming year will hold new challenges and opportunities for our case management teams, however, the foundations of a multi-disciplinary approach are in place and will continue to hold strong focus over the next year. We trust that by joining up with others and collaborating widely, we will continue to improve outcomes for individuals and contribute to a reduction in re-offending within New Zealand.

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Why keep offenders' secrets?

The pros and cons of confidentiality

Jane Freeman-Brown

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Author biography

Dr Jane Freeman-Brown is Senior Adviser in the Corrections National Office Psychology Team and has been registered as a Clinical Psychologist since 2004. She completed her PhD and Post-graduate Diploma in Clinical Psychology at University of Otago and is currently completing a Masters in Bioethics and Health Law via distance learning with the University of Otago.

When individuals offend against society and are imprisoned for antisocial behaviours they lose many rights. They lose the right to freedom, and the right to make many choices that individuals who do not offend take for granted. However, offenders do not lose all rights and one such right that remains constant in all civilised societies is the right for individuals to own information about themselves.

Psychologists in all sectors are in the business of keeping information private and confidential. This is a fundamental premise of seeing a mental health professional. Nothing would 'kill' the profession of psychologists quicker than a policy that the darkest secrets you've disclosed to your friendly therapist could be freely spread around to all and sundry. The profession of psychologists in New Zealand is regulated under the Health Practitioners Competence Assurance Act 2003. This Act requires all practising psychologists to be registered and to adhere to a Code of Ethics that stipulates the importance of privacy and confidentiality of client information. The concept of confidentiality bestows a sense of trust between a psychologist and a client that information will go no further than the four walls of the psychologist's office. However, there are important limits to the concept of confidentiality – it is not a blanket of guaranteed privacy between two people. Confessions of a desire to seriously harm oneself or others are examples of scenarios in which psychologists *have a duty* to break confidentiality and tell others who can lessen the likelihood of this occurring.

The same parameters of confidentiality exist when departmental psychologists assess and intervene with offenders, but with important exceptions that come

through the process of informed consent. Psychologists provide assessment reports to the Courts, the New Zealand Parole Board, prisons and probation as well as a range of interventions. The offender gives their consent for information to be collected from themselves and knows at the start of the process that this information may end up in a psychological report that is provided to one of the above entities. However, all information to be passed on is reviewed with the

offender *first* and not all information discussed with the psychologist is passed on to the specified audience it is for (e.g. the New Zealand Parole Board). Only information that is deemed necessary and relevant to the purpose of the report is included. In addition, when offenders accept psychological

intervention, not all information is passed on – again, only that which is directly relevant and necessary gets disclosed. For example, if an offender discusses aspects of their childhood that are not relevant to their risk of further offending and requests that this information is not passed on then a psychologist will respect this.

Some members of society may struggle to accept that an offender is still afforded confidentiality when they have harmed the community and may still pose a risk of further harm. However, think of the scenario above where there is a policy that psychologists can tell anyone anything at all. Would *anyone* talk to a psychologist under those circumstances? To encourage offenders to discuss the psychological factors that contributed to their offending and to discuss strategies to reduce their risk of recidivism then confidentiality and a sense of trust must exist between an offender and a psychologist (with the same limits on that confidentiality as the rest of the population) for them to feel comfortable in talking in a frank and free manner.

“This highlights the importance of understanding why confidentiality is one of the most integral aspects of a departmental psychologist's daily work.”

Psychological interventions based on cognitive-behavioural models and the Risk Need Responsivity model have been shown to reduce offending (e.g. Hanson, Bourgon, Helmus & Hodgson, 2009). Thus, a significant positive reason for maintaining confidentiality in an offender population, if it promotes participation in psychological intervention, is the positive outcomes for both the offender and their whānau and the wider community through reduced victims of crime (Kampf, et al 2009).

In addition, one major hurdle in getting offenders to participate in such interventions is the fear that what they reveal in treatment would be used against them in some way. The law has also recognised the importance of this and affords a legal privilege on individuals who discuss historical undetected offences in the context of receiving intervention for criminal behaviours (section 59, Evidence Act 2006).

To balance this, psychologists always have a mantra of 'safety first' and the privacy legislations also recognise that if there is ever a question that an offender is likely to commit a serious crime (where others may be hurt as a consequence) then disclosure of this information can be made to authorities that can lessen this likelihood of harm without a breach of a person's privacy being found. In New Zealand these authorities are normally the Police and/or Child, Youth and Family if the offender is in the community, or relevant prison authorities if the prisoner is incarcerated.

Why do civilised societies hold the basic human right to keep our personal information private? It stems from the philosophical view that there are 'general values of common morality' (Beauchamp, 2007, p.7) including a respect for an individual's autonomy and right to have control over information about themselves. In New Zealand this is a widely held belief to the extent that we have a range of legislation designed to regulate this right (e.g. Health Information Privacy Code, 1994; Privacy Act 1993) and which departmental psychologists must operate within to be compliant with their Code of Ethics.

But should this also cover offenders? Fyodor Dostoevsky stated that a society can be judged by the way it treats its prisoners. Offenders in New Zealand retain basic human rights. Some of these are less complex than the right to confidentiality and to be informed about the purposes of sensitive information collected about themselves (e.g. the right to the basic necessities for life). However, the right to confidentiality benefits both the offender and society in reducing risk of further criminal activity, and adherence to the practice of confidentiality is also required for a

psychologist to maintain their professional registration. This highlights the importance of understanding why confidentiality is one of the most integral aspects of a departmental psychologist's daily work.

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Probation practice: twenty years on

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Author biography

Clare Ingram is a probation Practice Leader working in the Taranaki area and covering New Plymouth and Hawera Service Centres. She has been in this role since May 2011, having been previously employed as an Administration Officer, Probation Officer and Senior Probation Officer. Her particular fields of interest lie in working with whānau from the pre-release stage through to sentence management, and the incorporation of motivational interviewing in all aspects of probation work.

As an employee of Corrections for 20 years in a variety of roles, and currently as a practice leader, I want to take this opportunity to comment on the huge amount of change in practice and practice leadership over this time.

In this article I will reflect on these changes, consider how far we have come, and focus on the key aspects of current probation practice and practice leadership, including the role of the practice leader.

Previous Practice

Those of you who have been involved in community probation for a number of years will remember how practice previously operated. Probation officers had a certain degree of freedom to manage their 'clients' in a reasonably unstructured way. There were, of course, set formats for writing pre-sentence reports and Parole Board reports. Case management was largely centered on compiling a caseplan and then working through goals with the offender. How successful this was obviously depended on the experience and commitment of the probation officer but there were few tools available to measure success. The beliefs and worldview of the probation officer and their manager probably factored into the actual work achieved; my own experience was guided by a sense of social justice and a belief that an empathetic and non-judgemental approach was the key element in change.

A change in direction and the need to introduce evidence-based models saw practice move to a much more structured framework. This saw the introduction of sets of rules and strict criteria for managing offenders as the order of the day. Understandably, there was an emphasis on ensuring offenders complied with the sentence / order requirements. For some of us, this period was a little more unsettling, as there appeared to be less importance given to the positive relationship formation between the probation officer and the offender and less emphasis on motivational approaches or initiatives that the probation officer had once had the 'freedom' to pursue. The highly structured way of working was supported by a set of manual

instructions, a veritable 'how to' for probation officers which was expected to be strictly adhered to. The number of manuals, and ever-increasing length of requirements meant this was increasingly difficult to achieve.

Practice in the Integrated Practice Framework

Then, approximately four years ago, another change occurred. This resulted in the implementation of the Integrated Practice Framework (IPF). Rather than throw the 'baby out with the bath water', something that many believed had occurred with each major previous change, this new framework appeared to incorporate all of the positive elements of practice – an emphasis on creating lasting change with clear purpose, direction and outcomes. The new practice retained the need to be evidence-based, the emphasis on engagement and creating change, and the need for purposeful and focused work with the offender, their whānau and community, especially for Māori offenders.

The purpose of our role, the whole point of what we do, became clearer to the organisation and, hopefully, to the public – to contribute to safer communities by holding offenders to account, and managing them to comply with their sentence or order, to reduce their likelihood of re-offending and to minimise their risk of harm to others. This, quite succinct purpose, incorporates all the best of the ways we work and gives them all equal weight. While we never lose sight of the need for offenders to comply with court or Parole Board conditions, we are more mindful of potential harm to victims, and work with offenders in a purposeful way that matches their likelihood of re-offending.

The focus is on the offender rather than the sentence – this means, in practice, that the offender is managed according to his or her risk rather than because (s)he is on a particular sentence. While legislative changes have allowed us a wider variety of sentence options, a clear risk assessment process guides our thinking and enables us to identify specific factors in a much more individual way with each offender. We can then plan our

management of and work with the offender to focus on the reduction of risk factors and a more strengths-based approach to build protective factors, with the goal of desistance – the prolonged abstinence from criminal activity (Laub & Sampson, 2001).

Dynamic Risk Assessment

Risk assessment is the initial component of offender management. We have used the RoC*RoI (Risk of Reconviction * Risk of Re-imprisonment) assessment tool for some years. It is a static tool based on a number of mostly unchanging factors such as age, number and seriousness of convictions, and time not spent in prison. A similar tool for assessing static risk for sexual re-offending, the ASRS (Automated Sexual Recidivism Scale), has also been in use for some time. More recently, greater use of dynamic risk assessment tools – Stable and Acute 2007 to assess the risk for sexual re-offending, and DRAOR (Dynamic Risk of Offender Re-entry) for use with all offenders subject to rehabilitative sentences – have better enabled us to assess the changing situation of an individual.

The use of these proven assessment tools helps us to identify and plan our response to each offender.

With the DRAOR tool, as well as assessing six stable factors and seven acute factors, there is also a focus on protective factors. These include prosocial support, control and advice, as well as having high expectations of success. By identifying both the protective factors, and the lack of them, we can help the offender consider and build up specific internal and external 'protectors' to reduce the likelihood of offending. Building and strengthening protective factors has been shown to be strongly linked to desistance.

Integrated Practice Framework

There are three key aspects to our new practice; meeting our bottom line, making professional, well-reasoned decisions, and ensuring what we do is evidence-based.

We ensure the 'bottom' line is met by always achieving the mandatory standards. These are simply a set of minimum standards for each sentence or order which must be met, and cover aspects such as induction, home visits, reporting requirements and responses to increased risk and non-compliance. Each mandatory standard has a clear purpose, and is often linked to achieving sentence integrity: the need to uphold the

expectations set by that sentence / order, the judge and the community.

The second aspect of practice is making professional decisions, supported by the use of the Supported Decision Framework (SDF). This framework has replaced the detailed procedures of the operations manuals which once provided the 'paint by numbers' approach to managing offenders. The SDF is accessible to all staff via the online Practice Centre and outlines considerations that staff should take into account when assessing a particular situation, some required actions, as well as information about how to document the actions. The SDF is designed to enable practitioners to make professional decisions based on the assessed dynamic risk of the offender, and to match the intensity, duration and frequency of a response / action to that risk.

The third aspect of practice, is being evidence-based.

This is supported by the information held in the Knowledge Bank of the Practice Centre, but also through reviews completed prior to the development of new practice. The Knowledge Bank has an increasing amount of material that provides the evidence for our decision-

making, including reference articles and good practice guidance on specific topics.

An important aspect of our practice is the way we work with our Māori offenders, their whānau and community. Staff have been given guidance on working more effectively with Māori offenders, their whānau and community. This is centred around He Raranga Hou, or the new weave of practice that builds offenders who are offence free. As well, staff have received guidance on whānau engagement and building prosocial support for offenders with gang affiliations / associates (many of which are Māori). This material is held in the Knowledge Bank as a reference point for staff, and supported through practice leadership.

Underpinning these aspects of practice is an ongoing monitoring and quality improvement system, ensuring the right decisions are being made in a timely fashion.

“This, quite succinct purpose, incorporates all the best of the ways we work and gives them all equal weight.”

Practice Leadership Framework



The new ways of working come with a new Practice Leadership Framework, since they mean a significant change in thinking for a large number of practitioners and managers. The Practice Leadership Framework sets out the expectation for professional practice and practice development, and what can be expected as support to achieve this. It seeks to weave the different strands of practice and Māori practice together and provide some clarity to roles and responsibilities. The three defined roles are that of staff, managers and practice leaders. These are supported by the management layers at district, regional and national office levels. The three components of practice leadership are:

1. practice development (the requirement of practitioners to remain informed and responsible for their own learning and development)
2. practice support and tools (to support practitioners using evidence-based tools and reflective practice techniques)
3. practice review and learning (the responsibility of all staff, including managers, to ensure practice is observed and feedback is timely and constructive).

It is the second aspect, that of providing tools and support to probation staff, that I wish to expand on as this is largely (but not entirely) the role of the practice leader. The position of practice leader is new to probation, although well cemented in other similar disciplines. The role became permanent in June 2012 and is defined in part as being '....responsible for building capacity and confidence in professional practice alongside the management team...' (Community Probation Practice Leadership Framework Guide, June 2012).

One of the key roles of the practice leader is to encourage, support and develop probation staff to make well-reasoned professional decisions for each offender, bearing in mind the purpose of the Department, and the assessed risk of that offender. Helping practitioners reflect on their practice is a key way to ensure these principles are maintained.

Reflective practice has now become an integral part of work within community probation. For at least two hours each fortnight, probation staff, their managers and administrative officers meet to discuss cases. This provides a safe environment for practitioners to assess their work with each offender, particularly those assessed as medium and high risk. This is a chance to seek suggestions from their colleagues about ways to work differently or more effectively or simply to reflect on positive changes made and affirm good decision making. Cases can be discussed in depth, drawing on the considerations of the Supported Decision Framework, and seeking a wider range of perspectives from a collaborative team approach. For staff in community work, this is about enhancing their debrief and development group sessions.

As well as these regular reflective meetings, practice leaders spend time with each probation officer / senior community work supervisor, on a four or six-weekly basis. These individual meetings are an opportunity to discuss cases on a more personal level and may involve the practice leader observing interactions with offenders, giving feedback to the probation staff member, assisting with decision-making, and supporting and developing practice in general.

Practice Development

Practice leaders are also responsible (along with managers and others) for leading in areas of new professional development that further extend staff skills with offenders. In a fairly short space of time, a large number of these brief interventions and other practice development models have been delivered. Chief among these are:

- Working with Whānau Engagement Model (using the powhiri as a metaphor for working with offenders, their whānau and community);
- Building Pro-Social Support for Offenders with Gang Affiliations/Associations (providing ideas, discussion points and exercises to assist staff, and incorporating whānau engagement ideas);
- Relapse Prevention (using Motivational Interviewing skills to produce an Offence Cycle and Relapse Prevention plan with offenders based on their risk scenarios);

- Offender Manipulation and Deception (tools and exercises to assist staff to recognise and deal with particularly manipulative offenders)
- Motivational Interviewing and Alcohol and Drug intervention (motivating offenders to make the best use of specialised counselling and programmes, including tools to use with offenders to manage substance abuse issues).

These models and methods of work have been delivered to almost all probation officers – in some cases also to administration staff and senior community work supervisors. They have often been delivered by the practice leader and service manager together, which, from anecdotal evidence, appears to have had the most impact. This is a good example of the Practice Leadership Framework in action – managers working alongside practice leaders and sometimes senior practitioners to deliver training or development to staff, giving the opportunity for a joint approach which can cover both departmental and practice issues. Other interventions have been delivered by Learning and Development facilitators, usually with the support of practice leaders.

As with any training, the key to long-term development is ongoing support and encouragement for staff to use their new (or newly remembered) knowledge so that it becomes an integrated part of their work. Follow-up sessions occur either at team meetings, group reflective practice sessions or individual sessions. Staff are observed using the skills taught and given feedback to support their learning.

Along with the brief interventions, there are a number of tools available to probation officers to help offenders address specific issues and risk factors. These tools vary from simple Cost/Benefit Analysis and Tombstone ('how I want to be remembered') exercises to more detailed Life Compass work (the offender identifying values, goals, rating the importance of them, what they are doing to achieve them in an ongoing way, and any barriers to achieving these). Staff report that there is increasing use of these tools, as it becomes clearer that sometimes simple pieces of work, done at the right time, can produce far greater results than might be expected.

Summary

I have attempted to set out some of the main ways that probation staff now work – beginning with a thorough risk assessment based on evidence gathered from as many sources as possible, to focusing on those particular risk issues that are most likely to result in a reduction in re-offending, and incorporating working

with whānau and community groups to bring about change. While our core work hasn't changed, the Integrated Practice Framework, the new practice strategies and tools, and an emphasis on reflecting on our decision-making, provides us with a more focused way of working that addresses individual risks and needs, and builds on the strengths of the individual.

The future looks bright for probation with new staff coming into the Department and picking up these ways of working from the outset. No doubt there are many more changes and challenges ahead, but the path we are on is one I am sure will assist us to achieve what we have been charged to do – reduce re-offending.

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The right relationship

Lisa Young

Senior Human Resources Adviser

Author biography

Lisa Young has worked as a Senior Human Resources Adviser for the Department of Corrections for the last five years, working most closely with prisons staff and managers. Since 2011 she has been the Project Manager for the Active Management and Right Track Projects. The Right Track project is currently being implemented across all prisons and is due for completion in August 2013.

This article describes the concept of the 'right' prisoner/staff relationship as a key component for prison-based practice. In 2011, senior prison leaders commissioned a project to review active management and provide better structure and support for frontline staff. This led to the development and implementation of the Right Track framework, a behavioural based practice framework for prison-based staff and managers. The Department's *Creating Lasting Change Strategy* also noted that 'our prisons will...bring an active management approach to our daily interaction with prisoners' (see Department of Corrections 2011-2015).

Trust is placed in the prison system and frontline staff to manage prisoners safely and humanely and provide appropriate rehabilitation and reintegration. The relationship between frontline staff and prisoners is a crucial one that provides numerous opportunities to improve public safety and reduce re-offending, one person at a time.

Recent research on custodial best practice in international jurisdictions has highlighted that they all have key accountabilities of security, care and rehabilitation (see Department of Corrections, 2011). The research also identified five common behaviour (competency) clusters that custodial staff should exhibit:

- communication and relationship building
- judgement and decision making
- integrity and ethics
- a human services orientation
- resilience.

It was found that an inherent tension exists between security, care and rehabilitation and that this can be managed through the 'right' relationship. The existence of the 'right' relationship between an officer and offender is considered essential to achieve custodial role requirements. For this they need:

- the ability to apply all three accountabilities (security, care and rehabilitation) and an understanding of when to focus on one more than another

- the right mix (level, range) of competencies (behaviours)
- the right support and enablers in place i.e. processes, organisation, technology and information.

What is the Right Relationship?

In their seminal work, Liebling, Price, & Shafer (2011) state that 'right' relationships are paramount, and must be based on fairness, trust and knowledge of and respect for prisoners as individuals. These relationships are characterised by an appropriate balance between formality and informality and closeness and distance.

Liebling, Price, & Shafer (2011) also note that 'right' staff-prisoner relationships can provide security, order, legitimacy and social support (i.e. care or welfare) as illustrated in Figure 1.

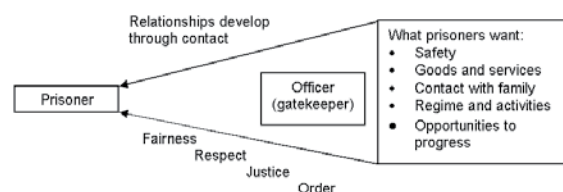


Figure 1:

The overlap between ensuring prisoner welfare and building the 'right' relationships (adapted from 'The Prison Officer', Liebling, Price, & Shafer, 2011, p101)

The term 'right' is used to illustrate the need for corrections officers to be in the 'right' place in their relationships with prisoners (illustrated in figure 2). All three of the key accountabilities of security, care and rehabilitation overlap and support each other when staff are able to build the 'right relationships' with prisoners.

Figure 2:

Table noting how corrections officers need to determine the 'right' place in a number of aspects of their relationships with prisoners

Too little power	Use of power	Used too often/too much
Too little used	Use of discretion	Used too often/too much
Fear	Confidence	Arrogance
Weak boundaries	Relations with prisoners	Distant
Friendship	Personal feelings	Hatred
Deference	Respect	Disrespect
Appeasement/collusion	Communication	Ignoring
Complete openness	Contact/Consultation	Authoritarian
Over-involvement	Involvement	Lack of concern
Too flexible	Fairness	Too rigid

Liebling, Price & Shafer, (2011, pg 77) state 'The key skill of any officer [is] knowing how to read a million different situations and personalities accurately – and to draw on the right blend of skills for the moment'.

Development of the Right Relationship

Giving staff the right leadership and support assists in the development of appropriate relationships, skills and other practices.

The following model of prison quality (see Liebling, Price, & Shafer 2011) identifies the practices that ensure prisoners feel they are being treated fairly and are safe.

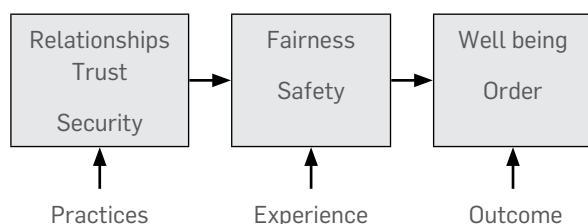


Figure 3:

Model of Prison Quality showing the relationship between practices, experience and outcomes

An example of the right kind of leadership and support is a high performing Special Treatment Unit where staff became very clear about 'boundaries', worked to a united vision and were highly team-oriented. '[The unit] was close, supportive and demonstrated democratic staff-management relations... there was close supervision (by colleagues as well as by line

management), regular debriefings at the ends of shifts, a spirit of openness and dialogue, regular and purposeful staff meetings. Working in such conditions empowered and motivated staff, and brought out the best they had to offer...' (Liebling, Price, & Shafer 2011).

The 'right relationship' has been adapted as a key foundation of the Right Track practice framework and forms part of its core training. It is also the subject of a bite-size training module for PCOs to share with frontline staff that reinforces existing knowledge on effective prisoner-staff relationships. Staff are asked to reflect on their practice and relationships, including:

- **awareness of their surroundings** – considering what they say, what their body language says and how their actions may be interpreted
- **knowledge of the prisoners** e.g. security classification and job assignments, behaviour, mood, type of crime and history of offending and their progress against their offender plan
- **professionalism and ethics** – how to address and be addressed by prisoners, discussions with co-workers and prisoners and knowing the rules that prisoners must follow in line with Corrections legislation.

Risks

Several factors can undermine the goal of 'right' prisoner/staff relationships:

- a culture of unequivocal loyalty to the team can lead to an 'us vs them' mentality for individual officers in developing their relationships with prisoners

- development of a relationship that goes beyond appropriate boundaries, e.g. one that includes infatuation, manipulation, coercion, harassment, abusive language/behaviour, threats and/or assault. This can lead to loss of reputation, integrity, trust and potential dismissal/criminal prosecution.

These threats can be minimised by relationships and interactions that are:

1. helpful in getting things done
2. enjoyable
3. a way of gathering information
4. something to pass time
5. a way of coping.

New Zealand psychologists Wilson & Tamatea (2010) advocate for a risk-management approach, to encourage safe and humane management and protection for both prisoners and staff that is based on analysis of environmental or situational factors. Such factors include history of violence, physical and security factors, organisational factors, and staff features. They argue that this approach leads to greater 'active management' and better relationships between staff and prisoners.

Conclusion

Right relationships, like Right Track, help to bind together the many factors of prison-based practice. The concept of 'right' relationships helps manage the tension between security, care and rehabilitation which is inherent in frontline roles. It is essentially about staff knowing their prisoners, the impact of their own behaviour and the boundaries. It is also about developing relationships through contact and being in the 'right' place in their relationships with prisoners.

The 'right relationships' concept forms part of the foundation of the Right Track framework and contributes, at an individual level, to improving public safety and reducing re-offending.

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Working effectively with Māori

Neil Campbell
Director Māori

Author biography

Neil Campbell is of Ngati Porou and Te Whānau a Apanui descent and has held a number of positions within the NZ Department of Corrections over the last 20 years. Neil heads up the Māori Services Team that looks for innovations, partnerships and ways to make continuous improvements to achieve success with Māori offenders.

One of the great changes that Corrections has made to lift our practice is to place the offender at the centre of everything that we do.

This in itself is a typical Māori approach relating to manaaki tangata; the principle of putting the wellbeing of others (particularly the vulnerable and alienated) before ourselves. Achieving wellness and wellbeing for others ensures the wellness and wellbeing of ourselves.

Best practice and working effectively with Māori means we need to involve and include Māori-centric support mechanisms throughout the offender's pathway. The Department has operated Māori Focus Units for over 10 years. Evaluations undertaken in 2009 and 2011 indicated that the ability of these units to reduce re-offending was promising but had not yet reached their full potential.

As part of the *Creating Lasting Change Strategy – year two* and under the priority of Reducing Re-offending, the Executive Leadership Team provided the mandate to focus resources and efforts to maximise prisoner participation in treatment and programmes that help break the cycle of re-offending. This included 'revitalising the therapeutic model in Māori Focus Units to an elite standard nationwide'.

The Māori Focus Unit Improvement Project was initiated in October 2012 to achieve the following future state: 'Māori Focus Units will be the elite environment where we will reduce re-offending by 30 percent by 2017.'

The project aims to ensure that:

- everyone within the Māori Focus Unit environment understands the value of tikanga Māori

Uarnie More
Manager Māori Relationships

Author biography

Uarnie More is of Ngaruahine, Ngati Maru (Pare Hauraki) and Ngati Pukenga whakapapa. Uarnie spent 12 years in the Department's strategic policy group before moving into her current role as Manager Māori Relationships (Lower North region). Uarnie is also leading the Māori Focus Unit Improvement Project.

- relationships with whānau (or significant others) are stronger and more positive than they were before the offender entered the unit
- offenders participate and complete all their rehabilitation from within the Māori Focus Unit environment
- offenders and their whānau are prepared for their release from the Māori Focus Unit; and
- Māori Focus Units have the right skill sets and financial resources to make a difference in the lives of the offenders and their whānau.

We expect to roll out the new Māori Focus Unit model in October 2013. This article presents some of the elements of both the project and the new model that we believe will lead to a 30 percent reduction in re-offending.

Setting up a project structure that works

The Māori Focus Unit Improvement Project is guided by a structure that enables leadership at all levels and provides an opportunity for others to contribute and support to the work being developed. For example:

- the five workstreams within the project are each led by one of the five Māori Focus Units
- deliverables are agreed to by all units before progressing to the project steering group (all prison managers, operations managers rehabilitation and employment and regional operations advisers from the central and lower north region)
- deliverables are then submitted for consideration by project executives (Director Māori and Regional Commissioners (central and lower north)) and a Māori Governance Board (iwi mandated representatives from tribal areas within which Māori Focus Units are situated).

This is the first time that the Department has included iwi as part of the decision making process.

Whānau-centric framework

A resilient whānau has the ability to protect whānau members from adversity at individual and collective levels. The more resilient the whānau, the more likely they are able to cope with the effects of imprisonment and be better positioned to encourage, motivate and support whānau members in prison. Post-sentence and over the long term, the more resilient the whānau, the more successful the changes made as a result of Māori Focus Units toward reducing re-offending.

The New Zealand Police advise that by 2031, close to one-third of all New Zealand school-age children will be Māori. Between now and 2021, the number of Māori 15 to 29 year olds is expected to increase by 28 percent – most victims and offenders are in this age group. The effects of intergenerational offending are well evidenced. This fact is endorsed by prison staff who are now seeing third and sometimes fourth generations of whānau in prison. In light of future Māori demographics and the current effects of intergenerational offending, involving and working with the whānau of prisoners is likely to be an integral component in reducing intergenerational offending within whānau.

The key objective of the whānau-centric framework is based on an assessment of whānau relationships with the prisoner (and whānau if possible) prior to, or immediately following, entry into Māori Focus Units. The assessment acknowledges the varying states of prisoner-whānau relationships as experienced by staff and providers as either non-existent, disengaged or positive and supportive.

Non-existent or disengaged whānau relationships

Māori Focus Unit figures indicate that approximately half of all prisoners have either non-existent whānau relationships or are disengaged from their whānau. For example, in some cases, prisoners are whangai (have been adopted to extended whānau members) and have had minimal or no contact with parents and other siblings. In other cases, relationships with whānau have broken down due to factors including, but not limited to, offences committed against other whānau members or vice versa.

In the case of non-existent or disengaged whānau, the aim of Māori Focus Units through whānau liaison workers (one per unit) is to build or strengthen these whānau relationships to a point where they can be considered positive and supportive. In many circumstances, encouraging the prisoner to engage or connect with whānau can take time. This may reflect feelings of shame or embarrassment because they simply have not engaged with whānau for some time.

However, in almost all cases, prisoners are able to identify someone in the whānau with whom they believe they have a positive connection.

Based on good practice identified by whānau liaison workers, when a whānau member has been identified, initial contact is made to set the scene (explaining to them the offence the prisoner committed, the sentence they received, and the reason why whānau involvement is important to reduce re-offending etc). At this point, it is made clear the extent of work required to build or rebuild connections with whānau.

Positive and supportive whānau relationships

The impacts of incarceration can be significant, particularly to partners and children, thus limiting the extent of encouragement and support that could otherwise be provided to prisoners. Māori Focus Units will do more to link whānau into government or community services such as Whānau Ora¹ collectives or Pillars (a charity for the children and families of prisoners) to address individual whānau barriers and enable greater whānau participation with prisoners.

The positive and significant changes made by prisoners during their stay within Māori Focus Units can be short-lived if whānau, specifically partners, do not understand the basis of these changes. Positive and supportive partners will be invited to participate in programmes delivered to prisoners, thus promoting change within the wider whānau.

Regular communication will occur between staff in the unit and positive and supportive whānau. This will provide assurance to whānau of the progress being made by the prisoner. For example, during the Mauri Tu Pae Programme (an offence-focused programme recently revised from the Māori Therapeutic Programme), significant reflection by prisoners takes place causing moments of anger or anxiety sometimes not understood by whānau members. This can cause unnecessary tension between the prisoner and his whānau. Additionally, if issues arise within the unit caused by the prisoner, the whānau can be called in to influence changes in behaviour – where this has occurred, immediate changes to behaviour have resulted.

A whānau plan will be developed between the prisoner and the whānau prior to release from the Māori Focus Unit into the community. The whānau plan is designed to assist whānau to identify their goals as a collective and provide a pathway toward achieving these goals. Custodial staff will support whānau liaison workers to motivate and encourage prisoners to engage with whānau. Custodial staff will also be expected to work with whānau as soon as the relationship is stable, positive and supportive.

¹ Whānau Ora (family health) is a health initiative in New Zealand driven by Māori cultural values. Whānau Ora takes an inclusive interagency approach to providing health and social services to build the capacity of all New Zealand families in need. It empowers whānau as a whole rather than focusing separately on individual family members and their problems.

WHĀNAU-CENTRIC FRAMEWORK

VISION	Whānau encourage, motivate and support prisoners to make positive changes in Māori Focus Units and sustain these after release		
OBJECTIVE	Identify and assess whānau relationships with prisoners (and whānau if possible)		
RELATIONSHIP SPECTRUM	Non-existent whānau relationships	Disengaged whānau relationships	Positive and supportive whānau relationships
	Enhance the resilience of whānau		Maintain and further strengthen the resilience of whānau
ACTIONS	• Work with prisoner to encourage connections with whānau • Identify whānau member with whom the prisoner has the strongest connection to • With the prisoner, make initial contact • Identify any harm caused and work toward building bridges and restoring whānau relationships		• Identify support services for whānau if required • Invite partners to participation in programmes and services (i.e. Mauri Tu Pae, parenting, budgeting) • Ensure communication with whānau on prisoner progress • Develop a whānau plan prior to release focusing on identifying and achieving whānau aspirations (i.e. Te Puni Kokiri WIE programme)
	Custodial with staff support from others when required		
CORE FUNCTION	Whānau Liaison Workers		

Case study: 'Whero'

Much of what we know about the effects of positive whānau involvement and inclusion has come about through case studies of prisoners who have gone on to live offence free lives. Whero (not his real name) is one such case study.

Whero had a long history with a predominant NZ gang and a long history of offending that ranged from drug possession and supply to serious violent offending. Whero entered a Māori Focus Unit in late 2004. This was the first time on a number of custodial sentences that he had met the eligibility criteria that enabled him to enter such a unit.

At the time, Māori Focus Units had introduced whānau liaison workers to work closely with prisoners and their whānau. Whero indicated that much of his immediate family were gang associated with generational unemployment. However, whānau liaison workers quickly identified elements of his extended whānau (on his mother's side) who were not associated with gangs and set up a series of facilitated hui.

This whānau grouping successfully connected with Whero and gave him an opportunity to relocate himself, his partner and tamariki to an area where he would have no contact with his old peers or the high risk situations that he often found himself in.

Furthermore, his extended whānau worked in the forestry industry and Whero was given a job upon his release. He still works in the forestry industry and has progressed to having his own team of workers.

This whānau has become an important and primary support mechanism for Whero and his whānau.

He has been offence free since his release in 2005.

Tikanga Māori framework

The tikanga Māori framework is a pro-social behavioural framework derived from tikanga Māori values. The framework will guide the behaviours and interactions of all within the units, including but not limited to prisoners, custodial staff, non-custodial staff, whānau and providers. All Māori Focus Units will develop an implementation plan to ensure that the values are realised and practiced on a day to day basis within the units.

TIKANGA MĀORI FRAMEWORK

Value	Interpretation within a custodial setting
Wairua	• Understanding the spiritual as well as the physical
Kaitiakitanga	• Our obligation to care for one another and our natural environment • It includes the duty to protect and enhance the kaupapa of Māori Focus Units
Manaakitanga	• Knowing our responsibility to act in a manner that uplifts and enhances the mana of those around us • It demands a positive attitude and a high level of respect in our behaviour towards one another • It is through upholding the mana of others that our own mana remains intact
Whānaungatanga	• Whakapapa (geneology) is acknowledged and utilised as the way in which people connect to each other, to past and future generations and to the environment • Whānaungatanga reminds us of our responsibilities to one another • Whānaungatanga allows us to reach out to those around us and to embrace them within our kaupapa
Rangatiratanga	• We are the decision-makers and navigators of our own journey • We are responsible for the well-being, health and education of ourselves and our whānau

An interdisciplinary team approach

Case managers, psychologists, probation officers and health centre managers are critical to reducing re-offending through the effective management, rehabilitation and reintegration of prisoners, regardless of ethnicity. Each of these roles can have a significant effect on the outcomes experienced by prisoners, including programme participation, decisions made by the New Zealand Parole Board and the management of community-based conditions and orders post-release.

Building on from the Right Track model (an approach being used in Corrections to upskill Corrections Officers in the work they carry out with prisoners), an interdisciplinary team will be established for each Māori Focus Unit. The purpose of the team is to 'reduce re-offending' by improving the quality of prisoner management (including rehabilitation and reintegration) through effective communication and problem solving. Core members (external to the Māori Focus Unit) include:

- case manager
- psychologist
- community probation service manager; and
- health centre manager.

Responses from the frontline so far have been highly supportive to the extent that individuals have already been nominated for each Māori Focus Unit team.

Restorative Justice

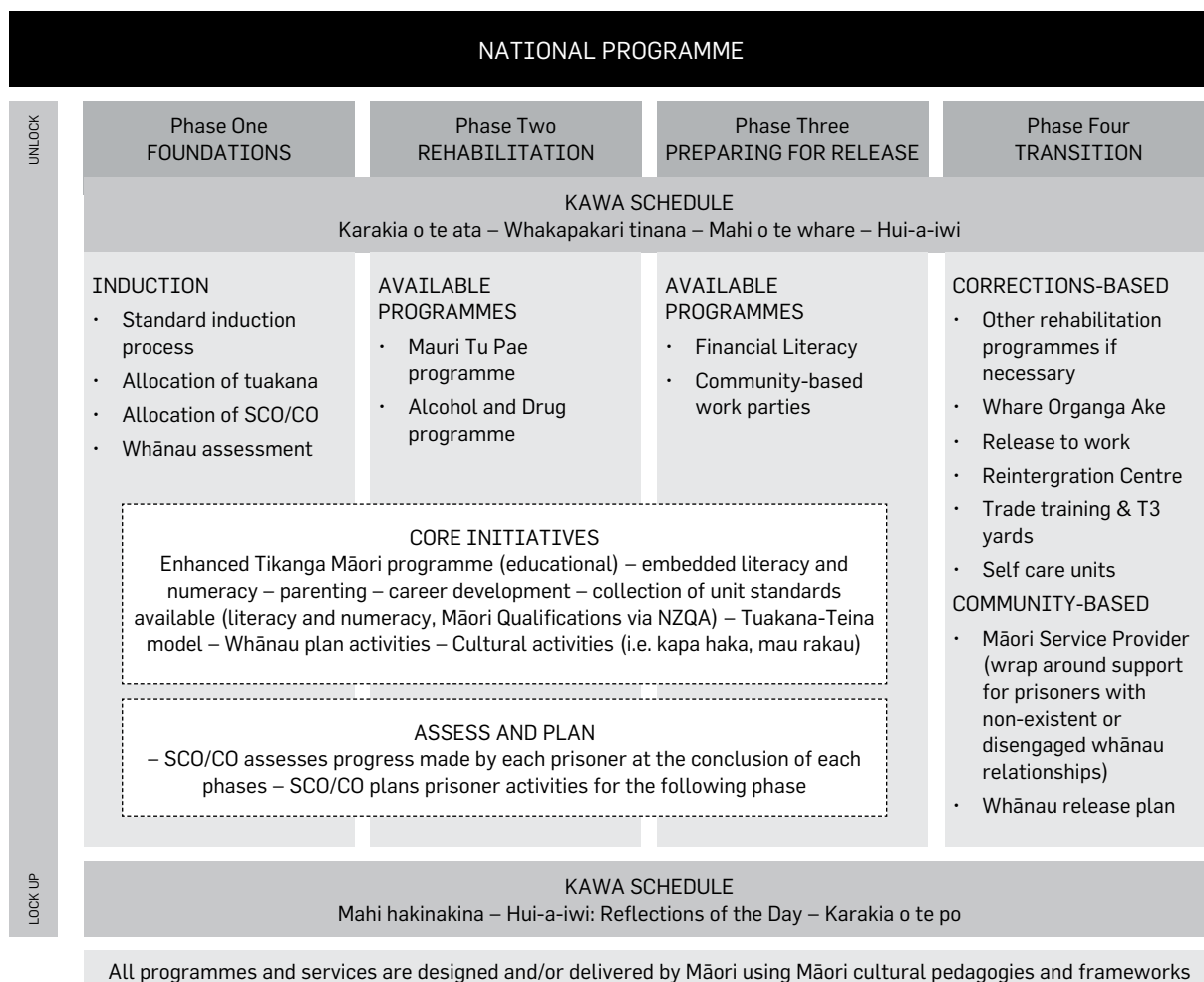
In November 2012, a steering group comprising representatives from the Department of Corrections, Ministry of Justice and Restorative Justice Aotearoa entered into discussions to design and deliver a post-sentence restorative justice pilot programme. The pilot will likely begin in June 2013 and end in June 2014 and will be offered in all Māori Focus Units and youth units nationally (there may be some exclusions). This pilot will be evaluated to determine whether or not to implement this initiative nationally.

Eligibility and entry criteria

The aim of the enhancements to eligibility and entry criteria for the Māori Focus Units reflects the need to open up the criteria as broadly as possible. This will increase the pool of prisoners eligible to participate in the units and to enable the delivery of core programmes and services within the units in a planned and consistent manner. The importance of the case management function in the referral process and ensuring case managers have the right information to support referrals remains a key element of success for the new Māori Focus Unit model.

The eligibility and entry criteria has been amended to:

- use positive language to highlight the importance of whānau to the Māori Focus Unit environment



- remove the requirement for prisoners to undertake a tikanga Māori programme prior to entry
- enable participation by prisoners serving a range of sentence lengths
- include a priority for prisoners who may not identify as Māori but who have Māori children.

National programme for all Māori Focus Units

A national programme has been developed, aimed at ensuring a consistent approach is applied across all Māori Focus Units (as depicted above). The programme is based on prisoners entering the units and progressing through four phases in cohorts of between 10-15 prisoners. Completing the four phases is estimated to take between 18-24 months, an ideal approach for prisoners serving between 2-3 years.²

² This is subject to their security classification as Māori Focus Units can only take low-medium to minimum security prisoners.

The model is expected to keep prisoners busy for at least 40 hours per week and will therefore impact on the ability of Māori Focus Unit prisoners to contribute to employment-based activities until they reach phase three. Phase four transitions Māori Focus Unit prisoners out of the unit where the majority will be expected to undertake training and/or employment activities.

At the end of each phase, an assessment or evaluation of each prisoner's progress is undertaken by the senior corrections officer/corrections officer (SCO/CO) followed by the planning of activities for the next phase. All programmes under the national programme will be designed and delivered by Māori using Māori teaching pedagogies and cultural frameworks building on from the Department's own evidence about what works for Māori offenders.

Phase one – Foundations

The Māori worldview remains the fundamental basis for each of the Māori Focus Units. This is achieved through a range of tikanga-based activities immediately after unlock and prior to lock up.

Of particular interest is the development of an enhanced Tikanga Māori Programme for Māori Focus Units. This enhanced tikanga Māori programme will be educational rather than motivational and will allow for the collection of a number of unit standards contributing toward the wider NZQA Māori qualifications framework. The enhanced programme meets a range of needs including but not limited to parenting and career development that will be delivered under phase three of the national programme for Māori Focus Units. The career development plan will identify prisoner skill sets, job opportunities available in his community and career aspirations. The plan will be reviewed and implemented where possible in phases three and four. From an individual unit perspective, opportunities to link into and/or develop iwi-led employment initiatives will also be considered.

A tuakana-teina model will be developed for all Māori Focus Units. The role of the tuakana (role-model prisoners) will be to reduce the anxiety of teina (new prisoners) by familiarising them with how the unit operates and the values and behaviours expected of them whilst in the unit. Guidance will be developed as part of the design phase for staff and prisoners to ensure the right prisoners are selected and that prisoners understand their role and expectations.

Phase two – Rehabilitation

Rehabilitation programmes to be delivered in the units include the Mauri Tu Pae programme and kaupapa-based alcohol and drug programmes based on the high needs of Māori prisoners. The Mauri Tu Pae Programme has been reworked and effectively designed, developed and delivered by Māori Service Providers. The programme also includes sessions that enable whānau participation.

Phase three – Preparing for release

Financial literacy programmes will be delivered in the units. Community-based work parties will remain an opportunity to contribute to community activities and to strengthen valuable relationships between units and community groups. As noted previously, the enhanced Tikanga Māori Programme will include parenting and career development that will be delivered as part of this phase with participation by positive and supportive partners or wives. Opportunities will be provided for prisoners to review and implement their career development plan. For example, prisoners will have

the opportunity to begin studying toward a formal qualification building on from the unit standards achieved in phase one. Other prisoners may plan for their transition out of the unit into trade training and Trade and Technical Training (T3) facilities.

Phase four – Transition

The purpose of this phase is to ensure that any transition from Māori Focus Units is managed smoothly with the right supports in place as provided by the interdisciplinary team. This phase acknowledges transitions from Māori Focus Units into the community or to reintegration-based activities provided by Corrections.

When prisoners with non-existent or disengaged whānau are being released into the community, full wrap-around support by a Māori service provider will be offered.

For prisoners with positive and supportive whānau relationships, their release into the community will be enhanced through the development of whānau plans as outlined in the whānau-centric framework.

Challenges

The challenges involved in developing and rolling out the new Māori Focus Unit model are largely systemic in nature. For example, processes to ensure safety and security can impact on the ability of whānau to enter into Māori Focus Units and contribute to potentially successful rehabilitation or reintegration outcomes. In other cases, the ability to initiate parts of these elements relies on funding processes external to the project itself.

These challenges have and are being overcome as a result of relationship building and the involvement and leadership of key stakeholders with the necessary expertise and influence. Similarly, the direction and guidance of a co-governance structure (Department and iwi) has also contributed significantly to the success of the project to date.

What's next

The last remaining high level project milestones will be considered by Project Executives and the Māori Governance Board before the end of May 2013 and include the following tasks:

- enable the delivery of traditional Māori health services within the Māori Focus Unit environment
- contract a Māori Service Provider to deliver wrap-around support for prisoners released from Māori Focus Units with non-existent or disengaged whānau
- develop a staffing model to support the new Māori Focus Unit model

- identify and remove any barriers preventing access into Māori Focus Units by whānau and Māori service providers.

Following completion of these milestones, the design and implementation phases will begin in preparation for roll out in October 2013.

Whare Oranga Ake

Our two Whare Oranga Ake (reintegration units, purpose-built outside the prison wire and operating on kaupapa Māori principles) are another initiative that includes and involves whānau in the successful reintegration of a prisoner.

The four pou (pillars) of the Whare Oranga Ake are: getting the prisoners into employment training or work, activities to forge bonds in the community, stable accommodation on release, and reconnection with whānau.

Re-connecting with whānau is a critical element of the work done in Whare Oranga Ake. Working with whānau under these circumstances can be difficult for everyone involved including partners, mothers, fathers and tamariki but the rewards can be high. At the coal face, providers can be faced with intergenerational offending issues, gang, domestic violence and CYF issues to name but a few things to be worked through before prisoners are released. Whānau are given as much support as is possible by providers onsite within the safe and cultural environment offered by the whare. Without the support of whānau, the reintegration journeys of Māori prisoners in particular, will likely be much harder and challenging and less likely to contribute to a reduction in re-offending by 25 percent.

What are some indicators of best practice when working with whānau?

Whānau must express a strong sense of belonging in any rehabilitative or reintegrative process and feel they are involved and included in the healing process of their whānau member.

Our improvement work in the Māori Focus Units and Whare Oranga Ake aims to create a physical environment that empowers the whānau to belong and participate.

- first impressions need to be welcoming
- Māori language and culture needs to be highly and meaningfully visible within the physical environment
- welcoming protocols to involve and include whānau need to be decided upon with whānau and practised in an appropriate way
- there needs to be a dedicated area where whānau can sit and talk about personal issues and express themselves in a safe, open and honest way

- Corrections staff and service providers need to suspend judgement about whānau involvement and inclusion
- Corrections staff need to recognise that their role is to ensure that the mana/prestige of the whānau is maintained
- Corrections staff and service providers understand the place of the offender within his/her wider whānau
- relevant corrections staff and service providers have a good understanding of local contexts, whānau and iwi histories
- Corrections staff relate to offenders and their whānau in consistent, constant and constructive ways
- whānau are visibly present in the service. There is mutual trust and confidence between whānau and the department
- whānau report that they have been empowered to belong and participate.

Conclusion

Through the Māori Focus Unit Improvement Project, Māori Focus Units, prison managers, iwi, regional commissioners and their leadership teams have come together to achieve a common purpose – to reduce re-offending by 30 percent by 2017. Along the way we have built support, strengthened leadership and created new opportunities. Through a whānau-centric way of working, we aim to build and strengthen the resilience of whānau and to work with others to reduce intergenerational offending. We will use the Māori worldview to guide the behaviours and interactions of everyone in Māori Focus Units and therefore enhance safety and security.

Māori Focus Units have identified internal key stakeholders critical to improving the quality of prisoner management and with strong support have established interdisciplinary teams to support each unit. The previously restricted eligibility and entry criteria has been broadened so as many prisoners as possible can be positively impacted by Māori Focus Units. A national programme for all units will now give us greater consistency in the delivery of kaupapa-based programmes and services and therefore strengthen rehabilitation outcomes. The nature of the phased programme promotes better use of public funds by ensuring strong and clear links to reintegration-based activities led by either the Department or community-based providers.

Building on from the foundations of Whare Oranga Ake, we have had the bold idea to include the offender and his (or her) whānau at the centre of everything we do and to develop as much as possible, an end-to-end tikanga-based custodial environment – potentially a world first. With thanks to all who have contributed and support this work – the idea is about to become a reality.



Embedded literacy and numeracy

Rachel Bulliff

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Author biography

Rachel Bulliff joined the Department of Corrections in 2006 to support Corrections Inmate Employment prisoner employment and training initiatives. Since 2010, Rachel has led the implementation of the embedded literacy and numeracy programme for offender employment instructors. She is presently a Senior Adviser Prisoner Training in the newly formed Training and Education Team in Service Design. She is currently undertaking a Masters in Education with Waikato University.

Introduction

Low levels of adult literacy and numeracy continue to be of great concern to governments, employers, adult training organisations and Corrections jurisdictions the world over. In 2006, the Adult Literacy and Life Skills (ALL) Survey was conducted in 12 OECD countries (Ministry of Education, 2006). It used functional literacy and numeracy skills at high school completion as the benchmark. Over 7,000 New Zealand adults aged 16–65 were assessed in skills such as prose literacy (reading a text such as a newspaper), document literacy (reading a table such as a bus timetable), numeracy and problem solving. The results showed that up to 44 percent (over 1 million) of adult New Zealanders lack the literacy skills, and 51 percent lack the numeracy skills necessary to successfully work independently and actively participate in family and community life. Further, 67 percent of adults lack sufficient problem solving skills, i.e. reasoning, analytical or critical thinking skills (Ministry of Education, 2007). Screening by the Department of Corrections in 2008 identified that up to 90 percent of prisoners had low literacy skills and up to 80 percent had low numeracy skills (Department of Corrections, 2009). Research is currently underway to further clarify the extent of literacy and numeracy need amongst prisoners.

Subsequent studies of the comprehensive ALL survey data on adult literacy and numeracy levels have shown correlations between low levels of literacy and numeracy skill and educational achievement, Information and Communications Technology (ICT) usage, employment outcomes, income levels, health and wellbeing. In particular, the studies highlight the importance of literacy and numeracy skills, particularly numeracy skills, in better educational, employment and economic outcomes (Ministry of Education, 2008). The factors contributing to this significant gap between adult literacy and numeracy skill levels and the demands of modern workplaces are varied and include transient and incomplete schooling, family poverty, English as a Second Language (ESOL) status,

undiagnosed learning difficulties and importantly, the technological revolution that has occurred in almost every workplace (Benseman, Colleti, Jean, Murr, Rosen, Steinberg, Yoho, & Young, 2006).

What's being done about the problem in New Zealand?

The Tertiary Education Commission (TEC) has invested in a number of core aspects of New Zealand's adult literacy and numeracy education infrastructure. The Learning Progressions for Adult Literacy and Numeracy is a six-step comprehensive framework for assisting adult learners to improve their literacy and numeracy skills. The Literacy and Numeracy for Adults Assessment Tool (LNAAT) is the first electronic database in New Zealand permitting assessment of learners' reading, writing, vocabulary and numeracy skills, and skill gain against the Learning Progressions (TEC, 2013a). *Pathways Awarua* is an interactive, modularised online learning resource for reading, writing and numeracy, based on the Learning Progressions. The TEC has invested in up-skilling tutors and instructors from polytechnics, wānanga and private training establishments to deliver both intensive and embedded literacy and numeracy training, both within formal tertiary training courses, and within workplace training environments. The TEC also supports the National Centre of Literacy and Numeracy for Adults (NCLANA) (TEC, 2013b), a partnership between Waikato University and Te Whare Wānanga o Awanuiāraangi, which in turn supports the professional development of educators and other professionals involved in the delivery of literacy and numeracy education for adults. A key mechanism for addressing adult literacy and numeracy is the embedding of literacy and numeracy education in foundation level vocational courses.

Embedding literacy and numeracy within vocational training contexts has received increasing attention both internationally (NRDC, 2013; EU Skills Panorama, 2012), and within New Zealand. Embedded literacy and numeracy can range from 'stealth mode', where the

learner is unaware they are being trained in, say, the numeracy required to bake a large batch of bread, through to very explicit training, for example 'unpacking' a complex mechanical engineering calculation for determining speed due to gravity.

Embedded literacy and numeracy, being context-specific, has been shown to increase learner engagement, course retention and graduation rates, and importantly, is considered a non-threatening way for adults to engage in literacy and numeracy training, as it removes, or minimises the stigma associated with poor literacy and numeracy skills, by incorporating it into vocational and other training (NRDC, 2006), including for offender populations (Hurry, Brazier, Wilson, Emslie-Henry, & Snapes, 2010).

With the creation of the National Certificate in Adult Literacy and Numeracy Education (NCALNE) (Voc) Level 5 in 2007, and support from the TEC for vocational tutors and instructors in workplaces, polytechnics, wananga and private training establishments to undertake the qualification, there has been a significant increase in the delivery of embedded literacy and numeracy in vocational training courses and workplaces.

From a Corrections perspective, low levels of literacy and numeracy amongst prisoners have long been acknowledged as significant barriers to prisoners' further educational achievement and finding sustainable employment upon release. In recent years, literacy and numeracy training has received increased support within Corrections as a key contributor towards helping prisoners prepare for sustainable employment upon release (Aos, Miller, & Drake, 2006a, 2006b; Duguid & Pawson, 1998; Erisman & Contardo, 2005; Gases, Flanagan, Motiuk & Stewart, 1999; Mears, Lawrence, Solomon & Waul, 2002; Ministry of Education, 2010; Social Exclusion Unit, 2002).

What has been done within Corrections?

In mid 2009, the Department began a pilot to determine whether embedding literacy and numeracy in prisoner vocational employment training courses and activities could be done, and what benefits it might deliver to prisoners. In 2010, with the support of the TEC and in association with Adult Literacy Education Consulting (ALEC), Corrections embarked on a programme of up-skilling vocational instructors in how to embed

literacy and numeracy within their specific trades through the NCALNE (Voc) qualification. As of December 2012, 80 offender employment instructors, hailing from almost every prison, have completed the training.

In January 2011, instructors started using the paper-based version of the Literacy and Numeracy for Adults Assessment Tool (LNAAT) to assess prisoners' reading, writing and numeracy skills against the six-step Learning Progressions for Adult Literacy and Numeracy framework. This assists instructors to identify prisoners' learning needs and which literacy and numeracy interventions they need to incorporate in their vocational or trades instruction. From the assessment data, we can now see that the majority of these prisoners come into vocational training at Learning Progressions Steps 3-4 in Reading, Steps 2-3 in Writing and Steps 3-5 in Numeracy. What this means is that prisoners need support and practice in *understanding* the material they are reading, in

improving their basic grammar, spelling and punctuation, and in developing a better understanding of multiplication, division, place value, measurement, fractions, decimals and percentages.

Embedded literacy and numeracy is now delivered

by instructors in trades as diverse as horticulture, farming, catering, laundries, painting, grounds maintenance, engineering, printing, forestry, joinery, carpentry and construction, with a focus on improving literacy and numeracy skills at steps 3-6 on the learning progressions. As at 31 January 2013, 1324 prisoners had participated in 139 vocational courses embedded with literacy and numeracy.

Results to date from the embedded literacy and numeracy programme have been encouraging:

- of prisoners who completed a second (or summative) LNAAT assessment in the past 12 months, 23 percent have shown a statistically significant gain in numeracy skills, 24 percent in reading and 33 percent in writing
- instructors report a higher level of engagement and comprehension amongst prisoners, with fewer dropping out of courses due to literacy and numeracy issues
- instructors report prisoners being more able to engage with the theoretical aspects of trades training, more enthusiastic to complete homework

“As at 31 January 2013, 1324 prisoners had participated in 139 vocational courses embedded with literacy and numeracy.”

and better able to progress onto higher level qualifications

- course completion and graduation rates are at levels comparable to and better than industry standard of 65 percent, with 72 percent of prisoners in embedded courses graduating in 2011/12.

In mid 2012, three offender employment instructors who have been embedding literacy and numeracy in their training for several years were invited to participate in an embedded literacy and numeracy Action Research project sponsored by Waikato University. Feedback from the instructors indicated that they valued the opportunity to share experiences and resources with tutors from other training organisations, and to investigate an area of particular interest, for example, how to improve the writing skills of learners in a carpentry course. The reflexive nature of action research, encouraging educators to reflect on their practice and how it can improve outcomes for learners, would appear to be a valuable contribution to instructors' on-going professional development.

Spreading the word

In February 2013, four regional workshops were held with offender employment activity managers and principal instructors. The workshops were an opportunity to outline to line managers the importance and value of embedded literacy and numeracy training and how this was currently being delivered by offender employment instructors. Instructors who are delivering embedded literacy and numeracy gave presentations on the various resources and methods they have developed, and provided evidence for the difference this training is making for their prisoners.

Managers from Residential Units, Māori Relationships, Programme Contracts and Services and Community Probation attended the workshops, to explore whether embedded literacy and numeracy delivery could be a valuable enhancement to their specific programmes, prisoners and offenders. Feedback from workshop participants indicated a keen interest to explore further how embedded literacy and numeracy could be incorporated into a variety of interventions, and which of their front line staff may be suitable to undertake the NCALNE qualification.

Follow-up training for front line staff is currently being planned for 2013 and workshops with managers are also being planned to support further implementation of embedded literacy and numeracy within their specific activities.

With the recent development of the Department's Education Strategy, which encompasses both education

and training functions, greater opportunities exist to better align embedded literacy and numeracy with the Department's other core literacy and numeracy initiative, Foundation Skills. Prisoners identified with a literacy and numeracy need by their case manager are referred for assessment and intensive literacy and numeracy classes with specialist Foundation Skills tutors. The focus of the Foundation Skills programme is on assisting learners at the lower Steps (1-3) of the Learning Progressions, and includes specialist interventions for ESOL learners and those with special education needs. As an example of closer alignment, prisoners receive intensive, contextualised literacy and numeracy support from Foundation Skills tutors before starting their Trade and Technical Training (T3) courses at Christchurch Men's Prison. Foundation Skills tutors also support prisoners with homework assignments during the course, supplementing the embedded literacy and numeracy training they receive within the T3 course. Participant retention and graduation rates from these T3 courses have been high (completion rate 84.62 percent, graduation rate 79.5 percent), indicating that this co-operative model of literacy and numeracy delivery focussed on prisoners' needs, has great merit.

Next steps in the literacy and numeracy sphere

Clarifying the literacy and numeracy needs of our prisoner population is a key driver of future developments across the spectrum of literacy and numeracy delivery. Assessment of 500 new-entrant prisoners' literacy and numeracy skills using the LNAAT is currently underway. This data will be used to generate a comprehensive model, in line with the Learning Progressions, of literacy and numeracy needs across the prison population. This will help the Department fine-tune delivery of literacy and numeracy across all sites. The Department's objective is to ensure that all sentenced prisoners will undertake a comprehensive literacy and numeracy assessment. This will enable case managers to more accurately direct prisoners to literacy and numeracy training appropriate to their needs.

The Department will conduct three NCALNE (Voc) cohorts of 14 participants each, in March, July and September. This training will be for front line staff, who currently deliver education, training or interventions to offenders, where embedded literacy and numeracy would help improve outcomes for their offenders. Further professional development will be provided for those instructors who have been actively delivering embedded literacy and numeracy within their training, focused on developing best-practice techniques for

delivering embedded literacy and numeracy within workplace settings, and improving literacy and numeracy outcomes for Māori and Pasifika prisoners.

An Online Learning pilot will be run in the Christchurch Men's Youth Unit from the middle of 2013, to test the security implications and educational benefits of providing access to a limited range of online learning applications, such as the LNAAT and *Pathways Awarua*. Foundation Skills and embedded literacy and numeracy programs will become more closely integrated, to ensure better use of literacy and numeracy assessment data, and a more focused delivery of literacy and numeracy to offenders.

The Department is working with the New Zealand Council for Educational Research (NZCER) and the TEC to compare aggregate data on prisoner literacy and numeracy skills against the wider New Zealand population dataset.

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